United States Department of State

United States Participation in the UN

Report by the President to the Congress for the year 1990

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Acronyms and Short Forms

AID	U.S. Agency for International Development
ACABQ	Advisory Committee on Administrative and Budgetary Questions
ACC	Administrative Committee on Coordination
ASEAN	Association of South East Asian Nations
Committee of 24	Special Committee on the Situation with Regard to the Implementation of the Declaration of the Granting of Independence to Colonial Countries and Peoples
CD	Conference on Disarmament
CSCE	Conference on Security and Cooperation in Europe
EC	European Community
ECA	Economic Commission for Africa
ECE	Economic Commission for Europe
ECLAC	Economic Commission for Latin America and the Caribbean
ECOSOC	Economic and Social Council
ESCAP	Economic and Social Commission for Asia and the Pacific
ESCWA	Economic and Social Commission for Western Asia
FAO	Food and Agriculture Organization
GATT	General Agreement on Tariffs and Trade
G–77	Group of 77
HHS	U.S. Department of Health and Human Services
IAEA	International Atomic Energy Agency
IBRD	International Bank for Reconstruction and Development
ICAO	International Civil Aviation Organization
IDA	International Development Association
IFC	International Finance Corporation
ILO	International Labor Organization
IMO	International Maritime Organization
IMF	International Monetary Fund
ITU	International Telecommunication Union
NASA	U.S. National Aeronautics and Space Administration
NATO	North Atlantic Treaty Organization
OAS	Organization of American States
OAU	Organization of African Unity
OECD	Organization for Economic Cooperation and Development
OPEC	Organization of Petroleum Exporting Countries
PAHO	Pan American Health Organization
PLO	Palestine Liberation Organization
SWAPO	South West Africa People's Organization
UNCITRAL	UN Commission on International Trade Law

UNCTAD	UN Conference on Trade and Development
UNDC	UN Disarmament Commission
UNDOF	UN Disengagement Observer Force
UNDP	UN Development Program
UNEF	UN Emergency Force
UNEP	UN Environment Program
UNESCO	UN Educational, Scientific and Cultural Organization
UNFICYP	UN Force in Cyprus
UNHCR	Office of the UN High Commissioner for Refugees
UNICEF	UN Children's Fund
UNIDO	UN Industrial Development Organization
UNIFIL	UN Interim Force in Lebanon
UNITAR	UN Institute for Training and Research
UNRWA	UN Relief and Works Agency for Palestine Refugees in the Near East
UNSCEAR	UN Scientific Committee on the Effects of Atomic Radiation
UPU	Universal Postal Union
WFP	World Food Program
WHO	World Health Organization
WIPO	World Intellectual Property Organization
WMO	World Meteorological Organization

Part 1

Political Affairs

SECURITY COUNCIL

The UN Charter gives the Security Council primary responsibility for maintaining international peace and security. It authorizes the Council to act to achieve the peaceful settlement of disputes (Chapter VI), and to deal with threats to the peace, breaches of the peace and acts of aggression (Chapter VII). The Council can only make recommendations for actions on matters raised under Chapter VI. In areas covered by Chapter VII, however, it may take decisions which are binding on all member states—including imposition of collective political, economic and military sanctions.

The 15-member Council meets as necessary. It is composed of 5 Permanent Members—France, China, Soviet Union, United Kingdom and the United States—and 10 nonpermanent members, elected by the General Assembly. Half this number, or five new members, are elected annually to serve overlapping 2-year terms. The 10 nonpermanent members in 1990 were: Canada, Colombia, Cote d'Ivoire, Cuba, Ethiopia, Finland, Malaysia, Romania, Yemen and Zaire. The Council presidency rotates monthly by alphabetical order among member states; the United States was President in November.

Security Council decisions on substantive matters require the affirmative vote of at least nine members of the Council. A negative vote by any Permanent Member, however, constitutes a veto. Council decisions on procedural matters also require at least nine affirmative votes for adoption, and cannot be vetoed.

The Security Council met on 69 occasions in 1990. Many meetings concerned the Iraqi invasion of Kuwait and conditions in Israeli-occupied territories. The Council adopted 37 of 40 resolutions considered; 28 of them were adopted unanimously. The United States voted against, or vetoed, two proposed resolutions. The first instance, on January 17, concerned the search by U.S. military personnel of the Nicaraguan ambassador's residence in Panama. The second instance, on May 31, concerned proposed establishment of a commission to investigate Israeli policies and practices in the occupied territories. A third resolution the United States voted against, a draft Cuban

resolution on the Gulf situation, failed to obtain the required number of votes September 13 and was defeated 3 to 5 (U.S.), with 7 abstentions.

Eleven UN peacekeeping and peace-monitoring operations were active in 1990. Eight were in existence throughout the year: UN Military Observer Group in India and Pakistan (UNMOGIP), UN Truce Supervision Organization (UNTSO) based in Jerusalem, UN Peacekeeping Force in Cyprus (UNFICYP), UN Disengagement Observer Force (UNDOF) on the Golan Heights, UN Interim Force in Lebanon (UNIFIL), UN Iran-Iraq Military Observer Group (UNIIMOG), UN Angola Verification Mission (UNAVEM), and UN Observer Group in Central America (ONUCA). The UN Good Offices Mission in Afghanistan and Pakistan (UNGOMAP) and the UN Transition Assistance Group (UNTAG) in Namibia successfully completed their mandates during the year.

The Security Council extended into 1991 the mandates of five UN peacekeeping forces or observer groups: UNFICYP (Resolutions 657 and 680), UNIFIL (Resolutions 648 and 659), UNDOF (Resolutions 655 and 679), UNIIMOG (Resolutions 651, 671 and 676) and ONUCA (Resolutions 654 and 675). Tasks assigned to ONUCA were augmented to include monitoring, through June 29, 1990, the process of demobilizing elements of the Nicaraguan resistance (Resolutions 650, 653 and 656). UNGOMAP's mandate was extended for 2 months until it completed its mission, and was disbanded in March 1990. (Resolution 647.) The Security Council called for a 6-month review of financing for UNFICYP, including a possible shift to partial funding by mandatory assessed contributions. (Resolution 682.)

Gulf Crisis

The Security Council responded to the August 2 Iraqi invasion of Kuwait by declaring a breach of international peace and security. Under Chapter VII of the UN Charter, the Council demanded an immediate, unconditional withdrawal of Iraqi forces. (Resolution 660.) During the ensuing 4-month period, the Security Council adopted 11 more resolutions addressing various aspects of the crisis, including imposition of a trade embargo against Iraq and Kuwait with only limited exceptions for medicine and food in certain humanitarian circumstances (Resolution 661) and a subsequent resolution authorizing member states to use appropriate measures to enforce trade sanctions. (Resolution 665.)

On November 29 the Security Council called on Iraq to comply with all Gulf-related resolutions adopted since August 2, allowing that country one final opportunity, as a pause of good will, to comply. (Resolution 678.) If those resolutions were not complied with by January 15, 1991, it authorized member states cooperating with Kuwait to use all necessary means to uphold them and restore international peace and security to the area. This measure was widely understood to permit the use of force, if necessary, to liberate Kuwait.

Israeli-Occupied Territories

The occupied territories became a focus of attention in the aftermath of the Temple Mount incident of October 8. The Security Council voted unanimously to condemn the violence, especially conduct by Israeli security forces resulting in the death of more than 20 Palestinians. (Resolution 672.) It called upon Israel to abide scrupulously by its obligations under the Fourth Geneva Convention. The Security Council welcomed the Secretary General's decision to send a special envoy to the region and asked that he report his findings and conclusions. Gravely concerned at the continued deterioration of the situation in the Occupied Territories, the Council deplored the Israeli Government's refusal to receive that mission.

The Security Council accepted a report from the Secretary General on ways and means of ensuring the safety and protection of the Palestinian civilians in the Occupied Territories which urged Israel to accept *de jure* applicability of the Fourth Geneva Convention to territories occupied since 1967. The Security Council also requested the Secretary General to monitor and observe developments. (Resolution 681.) In a note by its President, December 20, the Security Council agreed that an international conference, at an appropriate time, properly structured, should facilitate efforts to achieve a negotiated settlement and lasting peace in the Arab-Israeli conflict. The note observed, however, that Council members did not agree on the immediate need for such a conference.

Other Action

The Security Council called upon leaders of the Greek and Turkish communities in Cyprus to reach agreement on a bicommunal Federal Republic of Cyprus (Resolution 649), expressed support for the Secretary General's efforts in connection with a political settlement in Western Sahara (Resolution 658), and endorsed a framework for peace in Cambodia adopted by the five Permanent Members and accepted by representatives of all four Khmer factions. (Resolution 668.)

The Security Council considered applications for admission and recommended for membership in the United Nations two states: Namibia and Liechtenstein. (Resolutions 652 and 663, respectively.) It also took cognizance of a freely exercised right to self-determination and terminated UN trusteeship over the Federated States of Micronesia, the Marshall Islands and the Northern Mariana Islands. (Resolution 683.)

GENERAL ASSEMBLY

The Assembly meets annually from mid-September to late December. The work of the Assembly takes place in seven main committees and in plenary:

arms control and disarmament in the First Committee; broad political issues in the Special Political Committee; economic issues in the Second Committee; human rights and social issues in the Third Committee; dependent territories and decolonization in the Fourth Committee; budgetary matters in the Fifth Committee; and legal issues in the Sixth Committee.

The 45th General Assembly convened on September 18 and was suspended on December 21 after 72 plenary sessions. It adopted a total of 332 resolutions, of which 246 (74 percent) were by consensus, and 60 decisions, of which 56 (93 percent) were by consensus. A total of 103 votes were taken on 86 resolutions, 13 separate paragraphs and 4 decisions. Of these, the United States voted "yes" 14 times, "no" 70 times, abstained 17 times, and did not participate in 2 votes.

During 1990 the General Assembly reflected a continuing period of cooperation and lessened superpower tensions. Political invective was diminished, and the body's work was increasingly achieved by consensus. U.S. leadership was evidenced by passage of resolutions on Cambodia, Central America and other issues ranging from disarmament to apartheid. The United States was able to join in consensus resolutions in such heretofore contentious areas as international debt and commodity policy. U.S. initiatives on human rights, entrepreneurship, developing country accountability and elections won broad support. Substantive achievements were tempered, however, by growing concern in some quarters that superpower cooperation would lessen the influence of developing countries. Predictably, some delegations continued to resist trends toward more realistic dialogue on subjects such as decolonization and the Middle East.

Work of the 45th General Assembly was overshadowed by the Gulf crisis. During the general debate in late September and early October, virtually every speaker condemned the Iraqi invasion. A stirring speech by the Emir of Kuwait prompted the session's only standing ovation. With member attention firmly focused on the developments in the Gulf there was renewed attention to the importance of the United Nations as an international peacekeeper. The Iraqi invasion also contributed indirectly to the indefinite postponement of the annual challenge to Israel's UN credentials.

Relaxation of tension between the United States and the Soviet Union allowed Eastern European countries to adopt positions compatible with those espoused by the West. The number of arms control-related resolutions declined from 62 in 1989 to 49 in 1990. Disagreement continued, however, on some disarmament issues including naval arms, military use of outer space and the admissibility of defensive military structures.

Regional organizations assumed new prominence with the advent of diminished superpower rivalry. African nations assumed direct responsibility for conflict resolution in Liberia, and regional groups played key roles on

resolutions concerning Central America and Cambodia. Greater UN activism in mediating regional conflicts was reflected by consensus adoption of a plenary resolution on Cambodia which welcomed acceptance by contending parties of a framework for peace proposed by the five Permanent Members of the Security Council. Also notable was adoption by consensus of a plenary resolution on Afghanistan.

On Latin American regional issues, adoption of a plenary resolution on El Salvador cosponsored by the United States reflected consensus among states in the region. The General Assembly endorsed UN action in Nicaragua and Haiti, including the dispatch of election observers to both countries. Agreement was reached to drop outdated agenda items concerning U.S. trade sanctions against Nicaragua and a 1986 International Court of Justice decision on the mining of Nicaraguan waters.

General Assembly adoption of an expanded omnibus resolution on apartheid was a major milestone, since it emphasized negotiation among parties within South Africa. Less promising were efforts by frontline states to advocate a plethora of resolutions of little continuing relevance.

The General Assembly's work on decolonization remained largely unaffected by new, pragmatic political trends. Pressure for reform, however, prompted creation of a working group to consider wide-ranging and far-reaching suggestions for change. The General Assembly and the United States were also at odds on a range of Middle Eastern issues. Action to repeal the UN General Assembly resolution 3379 of 1975 equating Zionism with racism was deferred until a wider plurality could be assured. Efforts continued in some quarters to devise a strategy for challenging Israeli credentials; there was, however, no formal challenge undertaken when it became apparent such an initiative would be unsuccessful. The annual series of unbalanced and unhelpful resolutions dealing with the Arab-Israeli conflict were put forward and adopted, against U.S. objections, almost unchanged from previous years.

A resolution condemning Iraqi conduct in Kuwait was the centerpiece of UN action on human rights during the 45th General Assembly. It represented the first time developing countries had taken the initiative in securing passage of a resolution on human rights. Other human rights resolutions were adopted by consensus on situations in Iran, Afghanistan and El Salvador. The question of election results in Myanmar, however, ran afoul of developing country wariness of outside efforts to rule on the legitimacy of any country 's government. The United States joined consensus adoption of several resolutions on women's rights, including measures on the right to own property and the status of women in the UN Secretariat. The adoption by consensus of a Convention on Rights of Migrant Workers was a major milestone.

The lessening of superpower tensions led to frequent Eastern European support for U.S. positions on economic as well as political topics and helped

recast dialogue along lines of relative economic development. Disappointing economic performance in much of the developing world as well as widespread discrediting of command economies spurred interest in market principles and better relations with developed countries. Of 76 resolutions and 13 decisions produced by the Second Committee (economic and development issues) in 1990, only two resolutions were taken to a vote in plenary. For the second consecutive year, all Fifth Committee (administrative and budget issues) resolutions were adopted in plenary by consensus, although one draft resolution (peacekeeping) was taken to a vote in committee.

Resolutions proposed by the United States on entrepreneurship and elections formed the core of U.S. efforts to influence the General Assembly's social and economic agenda. Both resolutions passed by overwhelming majorities. The elections initiative was the direct consequence of a proposal made by President Bush in his address to the 45th General Assembly. It envisioned creation of an independent election-monitoring office whose services would be available to any country which requested them, but was misinterpreted by some countries, as a violation of the principle of noninterference. Accordingly, the General Assembly requested only that the Secretary General seek views of member states on how best to approach the issue of election assistance.

PEACEFUL SETTLEMENT OF DISPUTES

Iraqi Invasion and Occupation of Kuwait

The UN Security Council played an unprecedented and historic role in galvanizing world opposition to Iraq's invasion of Kuwait on August 2. It laid the parameters for a solution to the crisis in 12 resolutions in 1990, which, *inter alia*, demanded immediate, complete and unconditional withdrawal of Iraq from Kuwait, and declared Iraq's annexation of Kuwait legally null and void (Resolution 662); declared Iraq and its officials responsible for grave breaches under the Fourth Geneva Convention and violations of other humanitarian norms in Kuwait, and demanded the release of all hostages from Iraq and Kuwait (Resolution 674); asserted Iraq's order to close all diplomatic missions in Kuwait null and void (Resolution 667); and imposed sweeping economic sanctions, including an air embargo. (Resolutions 661, 670.) The Security Council affirmed the application of the inherent right of individual and collective self-defense in response to the Iraqi invasion (Resolution 661); called upon states cooperating with Kuwait to employ force to implement the sanctions against maritime shipping (Resolution 665); and, in resolution 687, authorized use of "all necessary means," including use of force, to implement its resolutions and to restore international peace and security in the area.

The following reviews the 12 historic resolutions adopted by the Security Council in response to the Iraqi invasion and occupation of Kuwait.

Resolution 660 of August 2. The Security Council responded rapidly to the Iraqi invasion of Kuwait, which occurred August 2, and by the early morning hours of that day it met, at the behest of Kuwait and the United States, in an emergency session to adopt resolution 660. This resolution condemned the Iraqi invasion of Kuwait and demanded immediate, complete and unconditional withdrawal of Iraqi forces from Kuwait to the positions they occupied on August 1, before the invasion.

The U.S. Representative to the United Nations Ambassador Thomas R. Pickering led the Security Council debate and the United States condemned the Iraqi invasion of Kuwait. He quoted a statement from the White House issued just hours before the Council session:

> The United States led the Security Council debate on resolution 660, strongly condemns the Iraqi military invasion of Kuwait and calls for the immediate and unconditional withdrawal of all Iraqi forces. . . . We deplore this blatant use of military aggression and violation of the Charter.

The U.S. Representative called on all Security Council member states at this time of serious crisis to "carefully contemplate the immense issues before us and to act in the way in which they as members of this organization, and states committed to act under the Charter, should act." He asked the Council "to accept its full responsibilities and to support Kuwait in its hour of need . . . the world is watching what we do here and will not be satisfied with vacillation and procrastination." The vote on resolution 660 was unanimous: 14 (U.S.) to 0, with 0 abstentions. Yemen did not participate in the vote.

Resolution 661 of August 6 . When it became clear Iraq would not abide by resolution 660, the Security Council invoked Chapter VII of the UN Charter and voted on August 6 to impose sweeping economic sanctions against Iraq and Kuwait (until liberated from Iraqi control). These sanctions were binding on all UN member states. To monitor compliance, the resolution established a committee of the whole Security Council (known as the Sanctions Committee). The sanctions regime excluded only medicine and, in humanitarian circumstances, foodstuffs. The resolution clarified that shipments of medical supplies should be exported under strict supervision of the exporting government or humanitarian agencies. It also reaffirmed the inherent right of individual or collective self-defense specifically in response to the Iraqi armed aggression in accordance with Article 51 of the UN Charter. The vote was 13 (U.S.) to 0, with 2 abstentions. (Yemen and Cuba abstained.)

Resolution 662 of August 9. When Iraq declared a "comprehensive and eternal merger" of Iraq and Kuwait, the Security Council responded by adopting resolution 662, which declared the purported annexation legally "null and void." The resolution called on states and international organizations not to recognize the purported annexation nor to take action which could be construed to recognize it. Further, the resolution demanded that Iraq rescind its actions purporting to annex Kuwait. Cuba and Yemen

expressed reservations about this resolution, but eventually voted in favor of it, making adoption unanimous. The U.S. Representative spoke twice during debate on this resolution. First, in responding to charges from the Iraqi Ambassador that the current crisis was the fault of the United States, he stressed it was Iraq that

> . . . moved forces without provocation to swallow up a fellow Arab country—indeed an Arab brother—on the one hand, and secondly that a nearby threatened country, Saudi Arabia, asked for assistance from the United States and other friends, which has now been provided under Article 51 of the UN Charter.

He condemned the Iraqi "annexation" of Kuwait as a charade. He also explained that at the request of Saudi Arabia, in accordance with Article 51 of the UN Charter, the United States was increasing its presence in the area:

> Iraq's declaration ("annexing" Kuwait) is further proof of its continuing threat to the world community. For our part, at the request of governments in the region, the United States has increased its presence in the area . . . we are in the course of informing this Council officially by appropriate letter of our action taken under Article 51 of the UN Charter. As President Bush said yesterday, this is entirely defensive in purpose, to help protect Saudi Arabia, and is taken under Article 51 of the UN Charter and indeed is consistent with Article 41 and resolution 661. As resolution 661 affirms, Article 51 applies in this case. The Iraqi invasion of Kuwait and the large military presence on the Saudi frontier creates grave risks of further aggression in the area. This being the case, my government and others are, at the request of Saudi Arabia, sending forces with which to deter further Iraqi aggression.

Noting that condemnation of Iraqi actions remains necessary given Iraq's total scorn for the resolutions of the Security Council and for international law, the U.S. Representative said that:

> . . . by this resolution the international community reaffirms that this crisis is not a "regional" matter alone; that it threatens us all and that we have learned the lessons of history. We cannot allow sovereign state members of the United Nations to be swallowed up. The United States stands ready to return to the Council as circumstances warrant to seek further Council action to implement resolution 660.

Resolution 664 of August 18. Alarmed at Iraq's declaration and subsequent actions to place hostage foreign nationals near military sites as "human shields" to prevent attack against those sites, as well as Iraq's order to close all foreign missions in Kuwait and its withdrawal of immunity privileges for foreign diplomats in Kuwait, the Council met August 17–18. At a midnight meeting August 18, it unanimously adopted this resolution, which demanded Iraq immediately permit and facilitate departure of all foreign nationals from Kuwait and Iraq. Reaffirming Iraq's "annexation" of Kuwait as null and void, resolution 664 also demanded that Iraq rescind its order to close foreign missions in Kuwait. It further demanded Iraq take no action to jeopardize the safety, security or health of foreign nationals. In this resolution, the Council also requested the UN Secretary General to report to the Council on Iraqi compliance with the resolution at the earliest possible time.

On behalf of the United States, the U.S. Representative, Ambassador Pickering, outlined the U.S. Government's serious concerns about recent Iraqi statements and actions regarding treatment of foreign nationals. In addition to those noted above, he also pointed out that on the very day of the Council meeting, Iraq said it would take special action against the weakest and most innocent of foreign nationals in Kuwait and Iraq by imposing special food restrictions on infant and elderly foreign nationals. Ambassador Pickering listed Iraq's trangressions to date including its unlawful invasion and annexation of Kuwait, attempts to flout sanctions, total rejection of the Council's repeated demands that it withdraw completely, immediately and unconditionally from Kuwait, and other violations of international law on treatment of diplomats and foreign nationals. Resolution 664 would send another clear message, he said, that Saddam Hussein

> . . . and his regime must bear the responsibility for the health, security and safety of third country citizens now locked up in his country. He must bear full responsibility before the family of nations and international public opinion for his treatment of those human beings. It is contrary to international law and to all the norms of Arab hospitality to use guests as military shields. Both the civil rights and the human rights of these individuals are clearly being violated, and we believe that the international community should speak out clearly, with one voice—and now—about the problem.

Resolution 665 of August 25. This resolution called on states cooperating with the Government of Kuwait in deploying maritime forces to the Gulf region "to use such measures commensurate to the specific circumstances" to assure compliance with sanctions imposed under resolution 661. It, in effect, authorized multinational naval forces operating in the area to stop, search and, if necessary, use force to prevent sanctioned cargo from entering Iraq. It was adopted 13 (U.S.) to 0, with 2 abstentions (Yemen, Cuba).

At its adoption, the U.S. Representative made clear that resolution 665 authorized such use of minimum force as might be necessary to implement resolution 661. He said:

> At no time since 1945 has this Council been asked to take on the kind of responsibility we are assuming today under conditions where all of its members have cooperated in a strong sense of harmony. Our Charter was founded on the fundamental principle that the Security Council carried a broad responsibility to the people of the world for international peace and security. The Charter empowers it to act in this regard, including the authority to decide to use armed force. The authority granted in this resolution is sufficiently broad to use armed force—indeed, minimum force—depending on the circumstances, which might require it. This is a significant step. On only a few occasions in the past has this authority ever been exercised. This is therefore an historic and significant decision. Under the circumstances, no lesser decision by the Security Council would have been appropriate.

He also emphasized the continued desire of the United States for a peaceful solution to the crisis, and of U.S. readiness to coordinate its maritime activities with other states cooperating with Kuwait in a coalition against Iraq's aggression.

Resolution 666 of September 13. In response to the concern of several UN member states about possible hardships imposed on vulnerable segments of the Iraqi civilian population resulting from sanctions on foodstuffs, the Security Council adopted this resolution on September 13. It outlined the mechanism for Security Council determination when humanitarian circumstances specified in resolution 661 exist for the Sanctions Committee to authorize specific food shipments. Resolution 666 also outlined procedures under which such food shipment and distribution should occur in order to assure food reached its intended beneficiaries. Further, the resolution stipulated that humanitarian agencies must distribute or supervise distribution of such food shipments. Conveying U.S. views on the resolution, the U.S. Representative, Ambassador Pickering, noted the safeguards in this resolution 666 regarding food distribution were necessary, not optional, to ensure food reached its intended beneficiaries. "The resolution just adopted . . . gives a strong role to the Sanctions Committee in implementing the policies of the Security Council. It ensures that the international community is prepared to respond to cases of genuine human need in a way that meets those needs without destroying the strength of the sanctions." He noted that actions of the Council stood in stark contrast to Iraqi Government policy to deny food to starving foreign nationals. The vote was 13 (U.S.) to 2 (Yemen, Cuba), with 0 abstentions. After its adoption, the Sanctions Committee, pursuant to the resolution, approved an Indian shipment of food to Indian nationals in Iraq.

Resolution 667 of September 16. This resolution, unanimously adopted, condemned raids by Iraqi troops on French and other diplomatic missions in Kuwait. It also demanded that Iraq immediately protect the safety and well-being of diplomatic and consular personnel and premises in Kuwait and in Iraq, and take no action to hinder those missions from performing their functions, including having access to their nationals and protection of their persons and interests. The U.S. Representative, speaking before the vote, stated:

> As proven by Iraq's expulsion of Kuwaiti citizens from the State of Kuwait in flagrant violation of the Fourth Geneva Convention, Iraqi crimes of violence are continuing. Members of the Council have a special duty to keep the spotlight of world attention on Iraq's behavior and to take concrete measures to restore international peace and security.

Resolution 669 of September 24. To respond to increasing hardships suffered by some countries as a result of their adherence to the sanctions regime, the Security Council in this resolution entrusted to the Sanctions Committee responsibility to examine requests for assistance under provisions of Article 50 of the UN Charter, and to make recommendations to the Council for appropriate action. It was adopted unanimously without specific comment by the permanent representatives.

Resolution 670 of September 25. Because of its significance, the Security Council met at the ministerial level to adopt this resolution, by a vote of 14

(U.S.) to 1 (Cuba), with 0 abstentions. Thirteen foreign ministers attended the meeting, including Secretary of State James A. Baker III.

Resolution 670 imposed a full air embargo against Iraq and Kuwait. It confirmed that sanctions imposed in resolution 661 include goods transported by air, and decided all states should deny permission to any aircraft destined to land in Iraq or Kuwait (except under certain very restricted circumstances outlined in the resolution). It called on states to cooperate in taking measures necessary, consistent with international law and the Chicago Convention, to ensure effective implementation of this resolution. The resolution also called on states to detain or deny entry to their territory of any Iraqi registry ships being used to violate resolution 661. It also further reminded states of their obligations under resolution 661 to freeze all Iraqi assets and to protect those of the legitimate Government of Kuwait, and it affirmed the United Nations, its specialized agencies and other international organizations in the UN system are obligated to take measures necessary to give effect to resolutions 661 and 670. Finally, resolution 670 reaffirmed the Fourth Geneva Convention applied to Kuwait, and as a party to it, Iraq was fully bound under all of its terms and liable for the commission of grave breaches of that Convention.

Speaking at the Council session, Secretary Baker stated that "rarely has the international community been so united and so determined that aggression should not succeed." He outlined the purposes of Security Council resolutions adopted thus far in opposition to Iraq's invasion of Kuwait.

> Elementary justice and a prudent regard for our own interests have brought together an unprecedented solidarity of countries on this issue. We are engaged in a great struggle and test of wills. We cannot allow our hopes and aspirations to be trampled by a dictator's ambitions or his threats.
>
> Our purpose must be clear and at the same time must be clearly understood by all, including the government and people of Iraq. Security Council resolutions 660 and 662 establish the way to settle the crisis: complete, immediate and unconditional Iraqi withdrawal from Kuwait, the restoration of Kuwait's legitimate government, and of course the release of all hostages. Until that time, the international community through resolution 661 and its successor resolutions has set a high and rising penalty upon Iraq for each passing day that it fails to abandon its aggression.
>
> These penalties, Mr. President, are beginning to take effect, and bellicose language from Baghdad cannot compensate for the perils of isolation. Threats only prolong the needless suffering of the Iraqi people. Iraq has been quarantined because its brutal actions have separated it from the community of nations. There simply can be no business as usual. In fact, there can be no economic exchanges with Iraq at all.
>
> Today, the United States, together with other members of this Council, supports a new resolution, of course, and additional measures:
>
> First, we explicitly state that UN Security Council resolution 661 will include commercial air traffic. This demonstrates again that the international community is prepared to plug any loophole in the isolation of Iraq.
>
> Secondly, we agree to consider measures against any government that might attempt to evade the international quarantine. No temptation of minor gain should lead any

government to complicity with Iraq's assault on international legality and decency. I would even say, Mr. President, that the more effective the enforcement of sanctions, the more likely there will be a peaceful evolution of this conflict.

Third, we remind the Government of Iraq that it is not free to simply disregard its international obligations, especially the humanitarian provisions of the Fourth Geneva Convention. Each and every day that Iraqi officials flout norms of elementary decency makes it that much more difficult for Iraq to resume its place in the international community and to repair the damage that it has done. . . .

Fourth, the Council puts the Government of Iraq on notice that its continued failure to comply could lead to further action, including action under Chapter Seven. The international community has made clear its desire to exhaust every peaceful possibility for resolving this matter in accordance with the principles of the UN Charter. But we are all very well aware that the Charter envisages the possibility of further individual and collective measures to defend against aggression and flagrant violations of international humanitarian law.

Secretary Baker also stated sanctions were aimed at reversing the aggressive policies of the Iraqi government: "They are not aimed at the Iraqi people, who are being forced to live with the consequences of an extraordinarily misguided policy."

Resolution 674 of October 29. This resolution demanded Iraq immediately cease taking third country nationals hostage and release those it was holding—including those held as "human shields" to protect strategic sites from attack. It also demanded Iraq immediately provide access to food, water and basic necessities to Kuwaitis and other third country nationals, including diplomats, and called on states to collect evidence of Iraqi abuses of human rights in Kuwait. Finally, this resolution put Iraq on notice that under international law, it was responsible for any loss, damage or injury of Kuwaitis or third country nationals resulting from the invasion or occupation of Kuwait. It was adopted 13 (U.S.) to 0, with 2 (Cuba, Yemen) abstentions.

"Iraq's continued unacceptable breach of international norms requires the international community to speak out yet again," the U.S. Representative stated. "It is speaking out again today clearly against Iraq's efforts to destroy the sovereign state of Kuwait through organized looting, destruction, even murder. By its systematic terrorizing of local and foreign innocent citizens, Baghdad has defied the world community, this Council and widely accepted standards of international conduct."

He also stated that "the resolution also makes clear that Iraq is liable for full restitution or compensation for the losses and damages it has caused by its illegal invasion and occupation of Kuwait. We anticipate the Council will address this question more fully in the days ahead."

Resolution 677 of November 28. In a 2-day session beginning November 27, numerous states spoke in the Security Council on Iraq's systematic destruction of the state of Kuwait. The U.S. Representative also outlined numerous human rights abuses Iraqi troops had perpetrated against Kuwaitis and third country nationals, and the United States documented fully grave breaches of the 1949

Geneva Convention in a separate report to the Secretary General. At the end of the debate, the Security Council unanimously adopted resolution 677, which condemned Iraq for attempting to alter the demographic composition of Kuwait and to destroy Kuwait's civilian records. The resolution asked the Secretary General to take possession of Kuwait's population records.

Acting as President of the Council, but speaking on behalf of the United States, Ambassador Pickering stated:

> The record of rape, plunder, torture and murder compiled by Iraqi authorities since their invasion of Kuwait has posed a direct challenge to the purposes for which this Organization was founded. The Iraqi authorities have plunged a peaceful people into the scourge of war, denied the dignity and worth of the human person, destroyed conditions under which justice can be maintained, and eradicated generations of social progress.
>
> From the day that Iraq launched its crime, this Council has condemned Iraq's occupation of Kuwait and adopted measures to restore international peace and security. As we were told today, Iraq's crime is deepening. The 1949 Geneva Convention relative to the Protection of Civilian Persons in Time of War, drafted by the same generation of statesmen who founded our organization, places specific obligations on Iraqi officials. As invited by resolution 674 (1990), the United States Government has submitted, as a document of the Security Council, information on grave breaches of that Convention.

Resolution 678 of November 29. For the second time in 1990, the Security Council held a ministerial level meeting, at which Foreign Ministers gathered to adopt this resolution. Resolution 678 authorized states cooperating with Kuwait to use all necessary means—including use of force—to ensure Iraqi compliance with Security Council resolutions. It granted Iraq a "pause for peace"—until January 15, 1991—to comply before member states would use the authority under this resolution to use force. The vote was 12 (U.S.) to 2 (Cuba, Yemen), with 1 abstention (China).

Secretary of State Baker, chairing the session as Security Council President, cast the affirmative vote for the United States. In his statement, Secretary Baker said:

> Today's vote marks a watershed in the history of the United Nations. Earlier this week, members of the Council heard testimony of crimes committed against the citizens of Kuwait. There can be no doubt that these are crimes incompatible with any civilized order. They are part of the same pattern that includes the taking of innocent hostages from many nations. The entire international community has been affronted by a series of brutal acts.
>
> — Iraqi forces have invaded and seized a small Arab neighbor.
>
> — A once prosperous country has been pillaged and looted.
>
> — A once peaceful country has been turned into an armed camp.
>
> — A once secure country has been terrorized.
>
> The nations of the world have not stood idly by. We have taken political, economic and military measures to quarantine Iraq and to contain its aggression. We have worked out a coordinated international effort involving over 50 states to provide assistance to those nations most in need as a consequence of the economic embargo of Iraq. And, military forces from over 27 nations have been deployed to defend Iraq's neighbors from further aggression and to

implement UN resolutions. The 12 resolutions passed by the Security Council have established clearly that there is a peaceful way out of this conflict: the complete, immediate, unconditional Iraqi withdrawal from Kuwait; the restoration of Kuwait's legitimate government; and the release of all hostages . . .

Today's resolution is clear. The words authorize the use of force, but the purpose—I truly believe—is to bring about a peaceful resolution. No one here has sought this conflict . . . the Security Council of the United Nations cannot tolerate this aggression and still be faithful to the principles of the UN Charter . . . .

By passing today's resolution—a pause for peace—we say to Saddam Hussein: "We continue to seek a diplomatic solution. Peace is your only sensible option. You can choose peace by respecting the will of the international community. But if you fail to do so, you will risk all. The choice is yours . . . ."

We meet at the hinge of history. We can use the end of the Cold War to get beyond the whole pattern of settling conflicts by force, or we can slip back into ever more savage regional conflicts in which might alone makes right. We can take the high road toward peace and the rule of law, or Saddam Hussein's path of brutal aggression and the law of the jungle. Simply put, it is a choice between right and wrong.

As it awaited Iraq's response to the pause for peace, the Security Council passed no further resolutions on the crisis in 1990.

In November and December, several Council members also put forward several versions of a so-called "peace" resolution which would have allowed less than full Iraqi compliance with Security Council resolutions and barred the use of force to implement them. None of these draft resolutions was put to a vote.

The 45th General Assembly deferred to the Security Council for the peaceful resolution of this issue, in accordance with the UN Charter. It adopted only one resolution on the crisis. Resolution 45/170, adopted in December, condemned Iraq's serious violations of human rights in Kuwait; affirmed the applicability to Kuwait of the Geneva Convention Relative to the Protection of Civilian Persons in Time of War; expressed serious concern about Iraq's systematic dismantling and pillaging of Kuwait and grave concern about living conditions for the people of Kuwait; stated that Iraq should abide by its obligations under the UN Charter and international law with respect to the treatment of the people of Kuwait, third country nationals and prisoners of war; and charged the Commission on Human Rights to take up Iraqi human rights violations in Kuwait at its next session. The vote on this resolution was 144 (U.S.) to 1, with 0 abstentions. The only dissenting vote was Iraq's.

Middle East

SECURITY COUNCIL CONSIDERATION

Situation in the Occupied Territories

In early 1990, the Security Council met formally and discussed, but did not take action on, the issue of settlement of Israelis, and in particular, Soviet Jewish

immigrants, in the occupied territories. Refraining from addressing the legal status of such settlements, the U.S. view is that these settlements are an obstacle to peace and as such opposes them. During the debates, the U.S. Representative made clear the United States was deeply concerned that some on the Security Council wanted to use this issue to criticize emigration of Soviet Jews to Israel; that the United States firmly believed there is no question Jews anywhere, including from the Soviet Union, have the right to emigrate to Israel; and that our concern about settlement of Israeli citizens, whether Soviet Jews or others, in the occupied territories was and is well-known.

In late May, a deranged former Israeli soldier opened fire and killed seven Palestinians. The Council met informally to consider a request for PLO leader Yasser Arafat to speak at a Security Council session on the occupied territories and decided—in informal consultations without a formal vote—to hold a meeting in Geneva on May 25 to begin the debate.

In Geneva, the Security Council formally considered the PLO's request for Arafat to speak. The United States opposed the request on the grounds that Council rules of procedure do not allow UN observer organizations to request on their own, without member state sponsorship, to speak at Council sessions. To allow such a practice would have granted the PLO the same rights and privileges as member states, which the PLO did not warrant. The Council subsequently approved the request for Arafat to speak by a vote of 11 to 1 (U.S.), with 3 abstentions.

Back in New York at the end of May the Council considered a resolution put forward on behalf of the PLO which would have established a UN observer/peacekeeping force for the occupied territories. The United States firmly opposed this idea, but supported the dispatch of an envoy of the UN Secretary General to the occupied territories to look at the situation and report back. The United States believed this was a practical step that could help ameliorate the situation for Palestinians in the territories, and that the PLO proposal for a UN observer/peacekeeping force was inflammatory and would only heighten tensions.

After the Council returned to New York, a terrorist attack by members of the PLO at a civilian beach in Israel took place, which PLO leadership refused to condemn. Against this backdrop, the Security Council on May 31 voted on the draft resolution. The United States, deeply concerned the resolution did not reflect the violence perpetrated against Israelis and that, if adopted, it would heighten already inflamed passions, vetoed the draft resolution. In his statement the U.S. Representative, Ambassador Pickering, said:

> The United States remains committed to working with the parties in the region for a just, lasting and comprehensive peace in the Middle East. That is why the recent events in Israel and the occupied territories and the unsuccessful terrorist attack May 30 against Israel have grieved us so deeply . . . the United States has made clear, and we have explained repeatedly for 10 days: the United States would support practical steps that respond to the spiral of troubling events, but we have been clear that the steps not set back

the effort to move forward on the peace process as soon as possible. Such an approach, which has been undertaken in the past by the Secretary General, seems to be the best way to serve the interests of the United Nations in examining the situation in the occupied territories.

The resolution before us today, however, seeks to advance a different vehicle which we cannot support. We cannot entertain any hopes for its rapid implementation. It does not focus attention on the real needs of moving the peace process forward, an endeavor that must be undertaken by the parties themselves in the region. Rather, it would become a vehicle which could be misused to generate needless controversy and dispute in the area, something clearly inappropriate, especially under the present circumstances. Thus, it appears to us more likely to add to rather than to help resolve the problems in the region.

Though the United States vetoed the resolution, it continued to make clear it supported a mission of an envoy of the UN Secretary General to Israel. The Secretary General sent an envoy to Israel and the occupied territories in late June/early July.

With Iraq's invasion of Kuwait, Iraqi President Saddam Hussein attempted to link the solution to the Gulf crisis with the Arab-Israeli dispute. The United States pointed out that Iraq did not invade Kuwait to help Palestinians, and stated firmly that there could be no linkage of the two issues and no conditions attached to the demand for complete, immediate and unconditional Iraqi withdrawal from Kuwait. This was the consistent position of the United States in the Security Council throughout the Gulf crisis.

On October 8, 1990, violence broke out on the Temple Mount, one of the holiest sites in both Judaism and Islam. Long concerned about excessive use of force by Israeli security forces in such incidents, the United States supported UN Security Council resolution 672, which deplored the violence and the excessive response to it by the Government of Israel. The resolution, adopted unanimously, did not condemn or deplore the Government of Israel itself, a point the United States insisted on during consultations on the language of this resolution. The resolution also asked the Secretary General to send his envoy again to study the incident and report back.

After expressing U.S. condolences to families and friends of victims of the violence on October 8, the U.S. Representative said at the time of the vote:

My Government is dedicated to doing whatever it can to bring the parties closer to a negotiated peace. We want to be clear for the record that this resolution, however, should not be misinterpreted: the Council's action tonight does not empower it to address any subject beyond the matters directly contained in this resolution. Most obviously and certainly this resolution makes clear it does not address in any way the status of the Middle East peace process, nor does it change in any way the role of the United Nations in that regard. . . . On behalf of the United States and in accordance with this resolution, I would like to call on all sides to exercise restraint in words and actions so that calm can be restored and the holy places of all faiths be respected.

By late October the Government of Israel had not agreed to the visit of the Secretary General's envoy. The Security Council October 24 adopted

unanimously UN Security Council resolution 673 deploring this decision. The Secretary General's envoy studied the incident without traveling to Israel. In his report on the envoy's study, the Secretary General made several suggestions, including the idea of calling a meeting of the High Contracting Parties of the Geneva Conventions to consider Israeli actions in the occupied territories.

Throughout November and December, several members of the Security Council—supported by the PLO—continued to press for further Security Council action against Israel. Several draft resolutions were put forward, but none was taken to a vote. These members were especially interested in an idea posed by the Secretary General to establish a UN "ombudsman" for Palestinians, and pressed the idea of an international peace conference on Middle East issues. The latter proposal, also touted by Saddam Hussein, was widely seen as an attempt to link the Gulf crisis with the Arab-Israeli dispute, and the United States opposed inclusion of such language in a resolution of the Security Council on Israeli practices in the occupied territories. The U.S. Delegation made clear the U.S. position that an international peace conference, properly structured and at an appropriate time, could facilitate direct negotiations between Israelis and Palestinians. However, the President and the Secretary of State stated firmly this was not the time for such a conference.

The United States also saw these attempted draft resolutions as follow-up to Temple Mount incident resolutions. The United States believed the Security Council had previously dealt with the incident fully and responsibly, and that another resolution would be gratuitous and unhelpful in easing tensions between Israelis and Palestinians.

In mid-December the Government of Israel issued an order to deport four Palestinians from the Gaza Strip. Consistent with its long-standing opposition to such deportations, the United States voted in favor of UN Security Council resolution 681, which deplored the deportation order. The resolution also asked the Secretary General again to send his envoy to Israel to look at the Temple Mount incident. The United States could not support a paragraph in either the preambular or operative sections of the resolution which discussed the international peace conference idea because of the attempt to link it to the Gulf crisis. Instead, the Security Council President issued a statement at the time of the resolution adoption asserting such a conference, properly structured, and at an appropriate time, could facilitate direct negotiations. The President's statement added that there was no unanimity in the Security Council as to the timing of such a conference.

In his explanation of the U.S. vote, the U.S. Representative quoted Secretary Baker's recent statement on an international conference:

> We have not in any way or to any extent or to any degree shifted our policy regarding the question of an international conference.
>
> First of all, we have taken the position for a long time that an international conference,

properly structured, at an appropriate time, might be useful. This has been the policy of the United States for a long time.

> We are not now recommending that an international conference on the Arab-Israeli conflict be held, nor are we supporting a resolution in the Security Council that would seek to convene such a conference.
>
> Precisely because of our consistent position that we will not link the Gulf crisis and the Arab-Israeli dispute, this is certainly not an appropriate time for an international conference.

The U.S. vote represented no change in U.S. policies. The United States has consistently maintained that the Fourth Geneva Convention applied to all territories occupied by Israel since 1967, and urged the Government of Israel to ensure respect for the Convention and accept its *de jure* application and its provisions. The U.S. Representative asserted the United States regarded the phrase "Palestinian territories occupied by Israel since 1967," which appeared in the resolution, "as being merely demographically and geographically descriptive, and not indicative of sovereignty." He also noted the U.S. position on deportations had not changed: the U.S. deplored the decision by the Government of Israel to resume deportations and considered deportations a violation of the Fourth Geneva Convention. He also said, "we condemn the increasing attacks on Israelis and the deaths which resulted, just as we condemn attacks on Palestinians."

Finally, the U.S. Representative clarified U.S. views on the resolution which requested the Secretary General to invite High Contracting Parties of the Fourth Geneva Convention to submit their views on convening a conference of the High Contracting Parties. "As a High Contracting Party," he stated,

> my government has serious questions whether such a meeting realistically can help to improve conditions of the Palestinians in the occupied territories. A premature decision to convene such a conference would invite uncertainty and confusion that, in the end, could undermine rather than contribute to the safety and protection of the Palestinians under Israeli occupation and, more generally, could have adverse impacts on the future implementation of the Convention.

UN Interim Force in Lebanon

Twice in 1990, the Security Council took up the UN Interim Force in Lebanon (UNIFIL), first established in 1978 following an Israeli invasion of southern Lebanon. On January 31 the Security Council unanimously adopted resolution 648, which extended UNIFIL's mandate until July 31. On July 3 the Council voted unanimously in resolution 659 to extend UNIFIL's mandate for 6 months until January 31, 1991. The Security Council also requested the Secretary General to review the scale and deployment of UNIFIL in light of the performance of its functions since 1978. The U.S. Representative made clear that while the United States was always supportive of ways to cut costs, the United States fully supported UNIFIL at its current level of operations.

UN Disengagement Observer Force

The Security Council also met twice during the year to renew for 6 months the mandate of the UN Disengagement Observer Force (UNDOF) operating on the Golan Heights between Israeli and Syrian forces. On May 31 the Council adopted resolution 665, which extended UNDOF's mandate until November 30. The Council voted again November 30 to extend the mandate another 6 months. In both cases, the vote was unanimous, 15 (U.S.) to 0.

In his reports to the Security Council on UNDOF operations, the Secretary General noted:

> Despite the present quiet in the Israel-Syria sector, the situation in the Middle East as a whole continues to be potentially dangerous and is likely to remain so, unless and until a comprehensive settlement covering all aspects of the Middle East problem can be reached.

In both May and November, the President of the Security Council issued a brief statement indicating that this observation by the Secretary General reflected the views of the Security Council.

GENERAL ASSEMBLY CONSIDERATION

Israeli Credentials

There was no challenge to Israel's credentials in 1990. The General Assembly did not act on the Credentials Committee report to accept credentials of UN member states during the 45th General Assembly.

Situation in the Middle East

The General Assembly adopted three resolutions in December under the agenda item "The Situation in the Middle East." Of the three the United States voted against two and abstained on one.

The first, which the United States opposed, concerned the occupied territories. (Resolution 45/83 A.) It reaffirmed that just and lasting peace in the region could not be achieved without "immediate, unconditional and total withdrawal of Israel from the Palestinian territory occupied since 1967, including Jerusalem"; endorsed the exercise of the inalienable rights of the Palestinian people, including "the right to return and the right to self-determination, national independence and the establishment of its independent sovereign state in Palestine"; deplored Israel's failure to comply with earlier resolutions of the Security Council and the General Assembly; declared Israel's annexation of Jerusalem null and void; condemned Israel's policies and practices against the Palestinian people in the territories, including land expropriation and establishment of settlements; condemned imposition of Israeli law in the Golan Heights; and called on all states to end any military, economic, financial and technical aid to Israel, and specifically condemned "increasing collaboration between Israel and the racist

regime of South Africa." The resolution also called for the convening of an international peace conference on the Middle East, under UN auspices, with the participation of the Permanent Members of the Security Council and all parties to the conflict, including the PLO as "the sole legitimate representative of the Palestinian people," on an equal footing. Resolution 45/83 A was adopted as a whole by a vote of 99 to 19 (U.S.), with 32 abstentions.

The United States requested a separate vote on operative paragraph 10, which mentioned the United States by name and denounced various cooperative agreements between the United States and Israel. The Assembly vote to retain the paragraph was by the narrowest margin ever, 52 to 37 (U.S.), with 49 abstentions.

The second draft resolution, adopted as resolution 45/83 B, specifically addressed the Golan Heights. Strongly condemning Israel for its failure to comply with relevant Security Council and General Assembly resolutions, it declared that Israel's continuing occupation of the Golan constitutes "an act of aggression" under the provisions of the UN Charter and a continuing threat to international peace and security. The resolution determined that "Israel's record, policies and actions confirm that it is not a peace-loving member state." It further called on member states to suspend all military, economic, financial and technical assistance to Israel, and to sever all diplomatic, trade and cultural relations as well. Resolution 45/83 B was adopted 84 to 23 (U.S.), with 41 abstentions.

The third, adopted as 45/83 C by a vote of 145 to 1, with 4 abstentions (U.S.), concerned the status of Jerusalem. It declared Israel's annexation of the city "illegal and therefore null and void," and deplored the transfer of diplomatic missions to Jerusalem by some states in violation of Security Council resolution 378 (1980).

In explanation of the U.S. votes, the U.S. Alternate Representative underscored the need to achieve a comprehensive settlement of the Arab-Israeli dispute. He stated the U.S. had "stressed a practical approach of negotiations as a way to bridge differences," based upon Security Council resolutions 242 and 338 and the principles of "territory for peace, security and recognition for Israel, and the legitimate political rights of the Palestinian people." He further explained that the United States could not support resolutions 45/83 A and 45/83 B because they were "highly objectionable in tone" and contained "unbalanced, harsh condemnation of Israel" which does not contribute to the peace process or the creation of a positive atmosphere for negotiations. Regarding 45/83 C, he said the U.S. abstained "because we believe that the status of Jerusalem should be determined by means of negotiations among the parties concerned and as part of an overall peace settlement."

Question of Palestine

The three resolutions adopted under the item "Question of Palestine" as well as resolutions on the "International Peace Conference on the Middle East" and "The

uprising (Intifadah) of the Palestinian people" were all virtually identical to those of previous UN General Assemblies.

The first resolution on the "Question of Palestine," resolution 45/67 A, endorsed the efforts of the General Assembly's Committee on the Exercise of the Inalienable Rights of the Palestinian People, a body the United States has consistently opposed as serving only the partisan political aims of the PLO while ignoring or suppressing opposing points of view. The Assembly voted 122 to 2 (U.S.), with 23 abstentions, to adopt it. The second, resolution 45/67 B, which concerned the UN Secretariat's Division for Palestinian Rights, another body opposed by the United States on grounds of partisanship toward the PLO, was adopted 121 to 2 (U.S.), with 22 abstentions. The last, resolution 45/67 C, called on the Secretariat's Department of Public Information, in cooperation with the Committee on the Exercise of the Inalienable Rights of the Palestinian People, to continue its special information program on the Question of Palestine, with particular emphasis on public opinion in Europe and North America. It was adopted by a vote of 124 to 2 (U.S.), with 20 abstentions.

During the plenary debate on these resolutions, the U.S. Delegate delivered a right of reply to the Iraqi Delegation, which accused the United States of using the Security Council to protect Israel and supporting Israeli aggression in the area. He stated the Representative of Iraq had "distorted the record of the Security Council and the role of the United States in the Council," and added the United States voted "for texts that we believe will advance the cause of peace in the Middle East, and we vote against those that do not advance peace."

Resolution 45/68, "International Peace Conference on the Middle East," called for convening an international peace conference on the Middle East under UN auspices, "with the participation of all parties to the conflict, including the PLO, on an equal footing, and the five Permanent Members of the Security Council." This conference would be based on Security Council resolutions 242 and 338 and "the legitimate national rights of the Palestinian people, primarily the right to self-determination." The resolution affirmed several principles required for the achievement of peace, including withdrawal of Israel from the territories occupied in 1967 and dismantling of Israeli settlements in these territories. It further noted the "desire and endeavors to place the Palestinian territory occupied since 1967, including Jerusalem, under the supervision of the United Nations for a limited period." By a vote of 144 to 2 (U.S.) it was adopted. The United States opposed resolution 45/68 because it dictated a prescribed solution prior to the necessary direct negotiations between the parties.

Resolution 45/69 on "The uprising (Intifadah) of the Palestinian people," condemned "those policies and practices of Israel, the occupying Power, which violate the human rights of the Palestinian people," and strongly deplored

Israel's continuing disregard of relevant decisions of the Security Council. It further demanded Israel abide by provisions of the Geneva Convention relative to the Protection of Civilian Persons in Time of War, and requested the Security Council consider with urgency the situation in the occupied territories regarding measures needed to provide international protection to the Palestinian civilians. The resolution was approved 141 to 2 (U.S.), with 3 abstentions.

The plight of the Palestinian people has the highest concern of the United States, but in resolution 45/69 it objected to a one-sided view of the difficult situation in the occupied territories, which neither helps alleviate conditions, nor makes a practical contribution to resolving underlying problems.

Israeli Practices in the Occupied Territories

The Special Political Committee took up consideration in November of the agenda item on Israeli practices in the occupied territories. As in previous years, there were seven draft resolutions, all of which were approved and adopted by the plenary in December. The United States voted against three of them and abstained on the other four.

Resolution 45/74 A strongly condemned a long list of alleged Israeli practices in the occupied territories, e.g., "ill-treatment and torture of children and minors under detention." It was approved by a vote of 101 to 2 (U.S.), with 43 abstentions. In an explanation of vote in Committee, the U.S. Adviser expressed strong U.S. objection to the resolution's sweeping condemnation of a long list of unsubstantiated allegations about Israeli practices. He also stated the United States objected to the expense the Special Political Committee imposed on the UN budget, particularly when its financial resources were so scarce.

Resolution 45/74 B reaffirmed the applicability of the Fourth Geneva Convention to the occupied territories, condemned Israel's failure to acknowledge the convention so applies, and demanded Israel accept and comply with its provisions. The vote was 145 to 1, with 1 abstention (U.S.). The United States supported operative paragraph 1 reaffirming the Geneva Convention but noted it abstained because the resolution's strident rhetoric did nothing to resolve problems it sought to address.

Resolution 45/74 C deplored measures taken by Israel to change the legal status, geographical nature and demographic composition of the occupied territories, citing in particular the establishment of settlements. It was approved 144 to 1, with 1 abstention (U.S.). The U.S. abstention reflected the U.S. view that debate over legalities of Israeli settlements "only diverts attention from the real task of promoting peace through direct negotiations." At the same time, the United States reaffirmed its opposition to further settlement activity in the territories.

Resolution 45/74 D deplored Israel's arbitrary detention or imprisonment of Palestinians, and called on Israel to "release all Palestinians and Arabs arbitrarily detained and imprisoned as a result of their resistance against occupation in order to attain self-determination." The resolution was approved 144 to 2 (U.S.), with 0 abstentions. Noting our consistent opposition to the practice of widespread administrative detention, the United States said it would, nevertheless, vote against the resolution because it failed to recognize legitimate security problems in the occupied territories, i.e., the resolution called for release of all those detained or imprisoned for activities related to resistance against the occupation—a sweeping demand that appeared to condone acts of violence and other criminal conduct.

Resolution 45/74 E focused on deportation. It strongly deplored Israel's continuing disregard for relevant UN decisions concerning applicability of the Fourth Geneva Convention, which prohibits deportations of protected persons from occupied territories. The resolution demanded Israel rescind deportation orders previously carried out, facilitate the return of those deported, and desist from future deportations. The resolution was approved by a vote of 145 to 1, with 1 abstention (U.S.). The United States reaffirmed its position that Israel's deportation of Palestinian residents is inconsistent with provisions of the Fourth Geneva Convention, and that those deported should be permitted to return. Nevertheless, the United States abstained because the harsh polemical tone did not contribute to a solution to the problem.

Resolution 45/74 F determined Israel's decision to extend its laws to the occupied Golan Heights was "null and void and without international legal effect," and demanded that Israel rescind the decision. The resolution also condemned Israel's persistence in "changing the physical character, demographic composition, institutional structure and legal status" of the Golan Heights. The vote in favor was 144 to 1, with 2 abstentions (U.S.). Despite continuing U.S. support for Security Council resolution 497 (1981) declaring Israel's decision to impose its laws in the Golan Heights as null and void, the United States abstained because the resolution contained harsh and unbalanced rhetoric. In so doing, the United States reiterated its view the Golan problem must be resolved through negotiations in accordance with Security Council resolutions 242 and 338.

Finally, resolution 45/74 G condemned Israeli policies and practices directed against students and faculty in the territories, "especially the opening of fire on defenseless students, causing many casualties." It further condemned the "systematic Israeli campaign of repression against the closing of universities, schools and other educational institutions." The resolution was approved by a vote of 145 to 2 (U.S.), with 0 abstentions. The United States opposed this resolution because its sweeping condemnations of Israeli policies and practices were unjustified and counterproductive.

Speaking in the Special Political Committee prior to the vote on these draft resolutions the U.S. Adviser reaffirmed the United States had a strong interest in the human rights situation in the occupied territories and maintained a constant dialogue with the Government of Israel on the subject. He regretted, however, that resolutions being considered make "no practical contribution to safeguarding the human rights of the Palestinians in the occupied territories or to the search for a just and lasting peace in the region." He called on members of the Committee to desist from sterile rhetoric and instead "adopt a more constructive approach concentrating on reconciliation and dialogue between the parties."

UN Relief and Works Agency for Palestine Refugees in the Near East

The Special Political Committee annually considers draft resolutions related to activities of the UN Relief and Works Agency for Palestine Refugees in the Near East (UNRWA). UNRWA is mandated by the General Assembly to provide education, health and relief services to Palestinian refugees in Lebanon, Jordan, Syria and the occupied territories of the West Bank and Gaza. The United States is the largest single contributor to UNRWA; our contributions since UNRWA's inception in 1949 exceed $1 billion.

During Committee debate, 11 draft resolutions were submitted by various sponsors similar to those adopted in previous years. All were approved by Committee in November and referred to plenary where they were adopted in December. The United States supported four of them, and voted against the other seven.

As in previous years, the United States sponsored the resolution, 45/73 A, on "Assistance to Palestine refugees" as a reaffirmation of our continued commitment to UNRWA and its vital humanitarian programs. The resolution urged governments to contribute generously. It was adopted in plenary by a vote of 146 (U.S.) to 0, with 1 abstention.

Two draft resolutions—"Working group on the financing of the UN Relief and Works Agency for Palestine Refugees in the Near East," and "Assistance to persons displaced as a result of the June 1967 and subsequent hostilities"—were adopted by consensus as resolutions 45/73 B and 45/73 C, respectively. The resolutions also expressed general support for UNRWA's humanitarian efforts.

Resolution 45/73 D, "Offers by member states of grants and scholarships for higher education, including vocational training, for Palestine refugees," appealed to governments and organizations to contribute generously to education institutions providing instruction to Palestinian refugees. It was adopted 146 (U.S.) to 0, with 1 abstention. The United States supported this measure which provided in a practical way to assist in meeting refugee needs

of higher education, but expressed reservation regarding operative paragraph 5 concerning a proposed Jerusalem university "Al-Quds," which the United States did not support. Resolution 45/73 E, "Palestine refugees in the Palestinian Territory occupied by Israel since 1967," demanded Israel "desist from the removal and resettlement of Palestine refugees" and "destruction of their shelters." The resolution was adopted in plenary, 145 to 2 (U.S.). In opposing it, the United States noted the resolution referred to Palestinian refugees' "inalienable right of return," while making no reference to negotiations for a comprehensive and lasting peace among concerned parties, necessary to resolve the underlying issues. The United States indicated it opposed the destruction of dwellings in the occupied territories but would not object in principle to voluntary relocation of refugees who seek new and better housing.

Resolution 45/73 F, proposing the "Resumption of the ration distribution to Palestine refugees," was adopted by a vote of 118 to 20 (U.S.), with 9 abstentions. The United States was opposed as in previous years because the resolution attempts to usurp the authority of the UNRWA Commissioner General to decide how best to administer UNRWA programs.

Resolution 45/73 G, on the "Return of population and refugees displaced since 1967," reaffirmed "the inalienable right of all displaced inhabitants to return to their homes or former places of residence" in the occupied territories, and strongly deplored Israel's refusal to take steps to permit such a return. The resolution was adopted by a vote of 121 to 2 (U.S.), with 24 abstentions. The United States objected to the reference to an inalienable right of return without reference to necessary direct negotiations among all parties concerned.

Resolution 45/73 H, on "Revenues derived from Palestine Refugees' Properties," requested the Secretary General to establish a fund for receipt of income, on behalf of displaced Arab owners, derived from their property and assets in Israel. The resolution passed by a vote of 120 to 2 (U.S.), with 25 abstentions. Again, the United States reiterated the resolution sought to prejudge the question of refugee compensation outside the context of necessary direct negotiations among all parties concerned.

Resolution 45/73 I concerned the "Protection of Palestine Refugees." *Inter alia*, it urged the Secretary General, in consultation with the Commissioner General of UNRWA, "to continue his efforts in support of the upholding of the safety and security and the legal and human rights" of Palestine refugees in the occupied territories. The resolution was adopted with a vote of 145 to 2 (U.S.), with 0 abstentions. In the U.S. view, this would clearly exceed UNRWA's mandate; Israel, as occupying power in the West Bank and Gaza, had the authority and responsibility to maintain security in those areas, as previously affirmed by UN Legal Counsel, and must carry out those obligations in strict accordance with provisions of the Geneva Convention of 1949.

Resolution 45/73 J called for establishment of the "University of Jerusalem 'Al-Quds' for Palestine Refugees." The vote in favor was 145 to 2 (U.S.),with 0 abstentions. While affirming strong support for practical efforts to promote higher educational opportunities for Palestinian refugees, the United States opposed this proposal which represented an unreasonable and unworkable approach to the problem, and because it was neither practical nor appropriate for the General Assembly to involve itself in such decision making.

Resolution 45/73 K called for "Protection of Palestinian students and educational institutions and safeguarding of the security of the facilities of the UN Relief and Works Agency for Palestine Refugees in the Near East in the occupied Palestinian territory." It was adopted 145 to 2 (U.S.), with 0 abstentions. Despite concern over school closures and disruption of UNRWA's activities in the West Bank and Gaza, the United States objected to the unbalanced and harsh condemnation of Israel in the resolution.

In a statement to the Special Political Committee prior to voting on the above resolutions, the U.S. Adviser emphasized our strong support for UNRWA's humanitarian programs. He commended UNRWA for its response to emergency needs of refugees affected by violence in Lebanon and continuing unrest in the occupied territories. He expressed regret that, as in previous years, many of the resolutions submitted were highly politicized, containing extreme and unbalanced criticism of Israel which the United States could not support. In the U.S. view, such resolutions "make no practical contribution to UNRWA's objectives and only serve to exacerbate tensions."

Cooperation Between the United Nations and the League of Arab States

Introduced in December was the traditional resolution on cooperation between the United Nations and the League of Arab States. This year, as in the past, the U.S. effort to delete language inimical to U.S. policies was unsuccessful. Resolution 45/82 was adopted by a vote of 147 to 2 (U.S.), with 1 abstention. Explaining the U.S. vote, the U.S. Representative stated the United States "does seek to support the work of the Arab League and does support increased cooperation between the United Nations and the League of Arab States." He reaffirmed strong U.S. support for the work of the Arab League Tripartite High Committee in efforts to settle the conflict in Lebanon, and acknowledged its positive role in seeking a peaceful solution to the crisis in the Gulf. However, he said, the United States could not support the resolution because of language and references inconsistent with fundamental U.S. policies, including a request to the Secretary General to help implement General Assembly resolutions which the U.S. opposed as damaging to prospects for peace and security in the Middle East.

ICRC Observer Status

The International Committee of the Red Cross (ICRC) sought status as an observer at the 45th General Assembly. The ICRC believed such status would recognize its special role in carrying out the Geneva Conventions, assist it in carrying out its humanitarian mission, and enhance its cooperation with the UN system. Resolution 45/6 was adopted inviting the ICRC to participate in the sessions and work of the General Assembly as an observer.

The United States joined consensus on this resolution. The U.S. Representative delivered an explanation of vote expressing U.S. support for the ICRC but restating the U.S. position that the ICRC is a unique organization, and that its special observer status should not serve as a precedent for other organizations seeking similar recognition.

Observer Status of National Liberation Movements

Resolution 45/37 called upon member states to grant delegations of national liberation movements recognized by the Organization of African Unity and/or the League of Arab States to international organizations or conferences the "facilities, privileges and immunities" necessary for performance of their functions in accordance with provisions of the 1975 Vienna Convention on the Representation of States in Their Relations with International Organizations of a Universal Character. The Sixth (Legal) Committee approved this measure, which was adopted in plenary in November by a vote of 116 to 9 (U.S.), with 26 abstentions. The United States opposed this attempt to enhance the status of observer organizations under the Vienna Convention, which regulates only the representation of states in their relations with international organizations.

Conflict Between Iran and Iraq

The UN Iran-Iraq Military Observer Group (UNIIMOG) was established by the Security Council to monitor the ceasefire between Iran and Iraq codified in resolution 598 (1987). In the middle of 1990 the Security Council, at the recommendation of the Secretary General, agreed to begin to reduce UNIIMOG's operations, and voted for only limited extensions of its mandate rather than the usual 6 months.

In early 1990, the situation was at a stalemate. On February 27 the Security Council President issued a statement on behalf of the Council endorsing the Secretary General's efforts to bring Iran and Iraq together into appropriately structured direct talks leading toward complete implementation of resolution 598, and calling on both sides to cooperate. The Security Council on March 29 unanimously adopted resolution 651 by a vote of 15 (U.S.) to 0, which renewed UNIIMOG's mandate for another 6 months (until late September).

In early July the Secretary General arranged a meeting in Rome between the Foreign Ministers of Iraq and Iran in which he participated. By late September Iraq and Iran had taken significant steps to implement resolution 598. Iraq agreed to the international boundary between the two countries as described in the Treaty concerning the State Frontier and Neighborly Relations between Iran and Iraq of June 13, 1975. Iraq on August 17 began to withdraw from areas of Iran that it had continued to occupy, and by August 21, almost all of Iraq's forces were withdrawn to the Iraqi side of the international boundary. Iran also withdrew from positions inside Iraq which it had continued to occupy. Iran and Iraq also began to exchange POWs held since the ceasefire came into effect in late 1987.

The Secretary General recommended in his report of September 21 that the Security Council extend UNIIMOG's mandate for only 2 months, with the possibility of further extension after those 2 months to monitor the last withdrawals and other aspects of implementation of resolution 598. Accordingly, the Security Council on September 28 voted unanimously to extend UNIIMOG's mandate until November 30. (Resolution 671.)

In his next report on November 23, the Secretary General again noted significant progress in implementing resolution 598, but also pointed out divergence in the views of Iran and Iraq on the length of the next extension of the mandate. Iraq told the Secretary General it favored extension for another 6 months; Iran, however, said it could not accept an extension longer than 2 months, but would be willing to look at a further extension after those 2 months. The Security Council unanimously adopted resolution 676 of November 28, 15 (U.S.) to 0, with no abstentions, which extended UNIIMOG's mandate for 2 months, until January 31, 1991.

The 45thGeneral Assembly carried over from previous years an agenda item on the "Consequences of the prolongation of the armed conflict between Iran and Iraq," but no decision was taken on this agenda item.

Afghanistan

In November the General Assembly adopted by consensus resolution 45/12 on Afghanistan without vote or debate. The text of the resolution characterized as essential a solution which preserved the sovereignty, territorial integrity, political independence, and non-aligned and Islamic character of Afghanistan. The General Assembly reaffirmed the right of the Afghan people to determine their own form of government and to choose their economic, political and social system free from outside intervention, subversion, coercion or constraint. The resolution called upon all parties to work urgently for a comprehensive political solution, cessation of hostilities, and creation of conditions which would enable Afghan refugees to return to their homeland in safety and honor.

A 22-month UN Good Offices Mission to Afghanistan and Pakistan (UNGOMAP) was terminated on March 15. It was succeeded by an Office of the

Secretary General in Afghanistan and Pakistan (OSGAP), tasked with continuing the search for a political settlement under the direction of the Secretary General's personal representative, Benon Sevan. Headquartered in Islamabad and Kabul, OSGAP's expenses are paid from the regular budget of the United Nations with local support from the Governments of Afghanistan and Pakistan. UN costs totaling $7,500,000 in 1990 were scaled back to approximately $6,150,000 for 1991.

In October 1990 the Secretary General reported to the Security Council on his efforts in Afghanistan. His personal representative maintained regular contacts with the Kabul regime, senior Pakistani and Iranian government officials, and Afghan opposition leaders based in Peshawar and Tehran. In those contacts the need for all segments of the Afghan people to agree on arrangements for establishing a broad-based government through free and fair elections taking into account Afghan traditions were emphasized. The personal representative characterized the Secretary General as encouraged by discussions between the United States and the Soviet Union and hopeful that, instead of imposing a settlement, agreement between them will remove external constraints limiting the Afghan people's unhindered exercise of their right to self-determination.

Cambodia

Cambodian credentials have been an issue in the General Assembly since the Vietnamese invasion of 1978 placed in power an alternate regime in Phnom Penh. In recent years, Cambodia's UN seat was occupied by what had become a coalition of Cambodian resistance groups.

In the face of diminished support and in deference to progress toward a comprehensive political settlement, including the adoption of Security Council resolution 668 which identified the Supreme National Council (SNC) as the "sole repository of Cambodian sovereignty." The Cambodian resistance announced in September a decision to leave its seat temporarily unoccupied. This decision followed acceptance by all four Cambodian factions, including the regime in Phnom Penh, of a framework for peace adopted in August by the five Permanent Members of the Security Council. The Cambodian seat at the General Assembly was left empty for the duration of the 1990 session pending creation of a functioning Supreme National Council to exercise sovereignty.

On October 15 the General Assembly adopted by consensus resolution 45/3 on Cambodia without debate. Unlike earlier iterations of this 11-year ASEAN initiative, the resolution adopted in 1990 noted significant progress in the search for a comprehensive political solution in Cambodia. It endorsed the framework agreement adopted by the Permanent Five and welcomed its acceptance by all the Khmer factions as a basis for settling the Cambodian conflict. In particular, the resolution commended creation of a Supreme

National Council as the unique legitimate body and source of authority in which sovereignty would be vested during a contemplated transition to democratic government. The resolution urged Cambodian parties to exercise "maximum self-restraint" while the cochairmen of the Paris International Conference on Cambodia (France and Indonesia) worked to draft an overall settlement agreement. This would be accomplished in close consultation with the Secretary General, who was separately charged with assessing resource implications, timing and other considerations relevant to the UN role.

The Secretary General's personal representative, Rafeeuddin Ahmed, worked closely with representatives of the Permanent Five as they crafted a framework agreement during six rounds of delicate negotiation. Anticipating demands on the United Nations, the Secretary General established a task force in February with responsibility for developing ideas, on a contingency basis, concerning all aspects of a possible UN role in Cambodia. The Secretary General dispatched a series of fact-finding missions to Cambodia five times between March and October, gathering information and data relevant to eventual deployment of a UN peacekeeping force. By year's end, the Secretary General called on the Supreme National Council to effect a voluntary ceasefire and moratorium on arms supplies, to facilitate further negotiation and rapid deployment of a UN operation after conclusion of a peace accord.

South African Policies of Apartheid

A reconvened 44th General Assembly session on September 12–14 considered the Secretary General's July 1 report entitled "Progress Made in the Implementation of the Declaration on Apartheid and its Destructive Consequences in Southern Africa." This report and the reconvened General Assembly review session was mandated in the Declaration on Apartheid passed by consensus at the conclusion of the 44th General Assembly's Special Session on Apartheid in December 1989.

At the reconvened 44th General Assembly a draft resolution entitled "Policies of Apartheid of the Government of South Africa" was adopted by consensus. Resolution 44/244 noted progress in efforts by the African National Congress (ANC) and the South African Government to establish a climate conducive to negotiations on ending apartheid, but urged the South African Government to "proceed without delay" to establish a climate "free of violence" so negotiations could begin. The resolution also noted that further steps were needed by the South African Government to implement "profound and irreversible changes" called for in the Declaration on Apartheid of December 1989.

The United States joined consensus on this resolution, not because it considered the resolution optimally balanced, but because the United States

believed it important to demonstrate continuing international solidarity in support of the internal negotiating process taking shape in South Africa. Explaining the U.S. position, the U.S. Representative reviewed recent progress in South Africa identifying obstacles to the commencement of full-fledged negotiations between the ANC and the South African Government, and said the United States considered it

> . . . important for the international community to do everything possible to encourage the internal negotiating process in South Africa, to support leaders already engaged in that process, and to urge others to commit themselves to peaceful negotiations as well.

The regular 45th General Assembly considered the question of the "Policies of Apartheid of the Government of South Africa" in a series of meetings in December and adopted eight resolutions. Discussion in plenary focused almost entirely on the first resolution, "International Efforts to Eradicate Apartheid," known as the "omnibus" resolution. (Resolution 45/176 A.) It was based on the spirit of consensus begun with the 1989 Declaration, and therefore more comprehensive and moderate in tone than most of the other apartheid-related resolutions.

The U.S. Representative made clear in a plenary speech during the discussion on apartheid that the United States would not join consensus on any resolution which did not give constructive support to the process of change under way in South Africa. Noting many political prisoners had been released, long-banned political organizations had been legalized, restraints on the media had been removed, the state of emergency had been lifted throughout South Africa and, most importantly, "a pattern of productive dialogue between the ANC (African National Congress) and the government" had begun, he concluded the way had been cleared "toward commencement of negotiations to bring about a constitutional system based on regular and free elections, universal suffrage, equal rights and equal opportunities" in South Africa. He also stressed that President Bush had affirmed, following his meeting September 24 with South African President de Klerk, that the move away from apartheid toward a new political reality in South Africa was "irreversible."

The final draft of resolution 45/176 A, adopted by consensus, expressed full support for "efforts of the South African people to arrive at a peaceful settlement of the problems in their country through genuine negotiations," and welcomed agreements between the South African government and the ANC "aimed at facilitating the commencement of substantive negotiations." In the U.S. explanation of vote, the U.S. Delegate said "We believe the resolution just approved is adequate to meet the concerns we had set forth" regarding the need to encourage the process of change in South Africa.

Resolution 45/176 B, entitled "Concerted and effective measures aimed at eradicating apartheid," reaffirmed that "apartheid is a crime against the

conscience and dignity of humankind," and called for the maintenance of various commercial and financial measures aimed at "applying pressure on apartheid South Africa." The United States opposed the resolution because of its explicit calls for continued sanctions. The resolution was adopted by a vote of 115 to 11 (U.S.), with 19 abstentions.

Resolution 45/176 C on "Military collaboration with South Africa" deplored actions of those states which violate the arms embargo and "collaborate" with South Africa in the military, nuclear, intelligence and technology fields, and urged all states to consider immediate steps to ensure full implementation of the arms embargo. It was adopted 116 to 2 (U.S.), with 29 abstentions.

Resolution 45/176 D, "Relations between South Africa and Israel," condemned the "collaboration of Israel with the South African regime in the military and nuclear fields." The resolution was adopted 99 to 28 (U.S.), with 19 abstentions.

Four other apartheid resolutions were also adopted. Resolution 45/176 E on the "Program of work of the Special Committee Against Apartheid" was adopted 113 to 0, with 14 (U.S.) abstentions. Resolution 45/176 F, "Oil embargo against South Africa," urged the Security Council to impose a mandatory oil embargo against South Africa and requested states to adopt effective measures to broaden the scope of the embargo. It was adopted by a vote of 125 to 2 (U.S.), with 19 abstentions. Resolution 45/176 G, entitled "Support for the work of the Commission Against Apartheid in Sports," was adopted by a vote of 113 to 1 (U.S.), with 26 abstentions. Resolution 45/176 H on "UN Trust Fund for South Africa" was adopted by consensus.

Other African Questions

COMORIAN ISLAND OF MAYOTTE

The question of the Comorian island of Mayotte has been on the General Assembly's agenda since 1976. The dispute between France and the Federal Islamic Republic of the Comoros hinges on the status of the island of Mayotte. In November the 45th General Assembly adopted resolution 45/11, which reaffirmed the sovereignty of the Comoros over Mayotte and called on France to seek a just and accelerated solution to the question of Mayotte. The resolution was adopted 118 to 1, with 30 (U.S.) abstentions.

COOPERATION BETWEEN THE UNITED NATIONS AND THE ORGANIZATION OF AFRICAN UNITY

This year's resolution calling for cooperation between the United Nations and the Organization of African Unity (OAU) was adopted by consensus at the 45th General Assembly. In an explanation of vote on

resolution 45/13, the United States noted that while it stood behind the OAU in its cooperation with the United Nations, the current resolution contained language which the United States felt was "not indicative of the changes taking place in Southern Africa. References to acts of aggression and destabilization by the Government of South Africa are dated examples of rhetoric which we hope will cease to appear in UN resolutions." The U.S. statement also reiterated the hope that the United Nations and the OAU would continue to cooperate in "achieving the important aims that we all share for that continent."

Electoral Assistance to Haiti

The United Nations made a significant contribution to Haiti's first free and fair elections on December 16. UN participation in the electoral process was requested by the Provisional Government of Haiti in June. Security Council concurrence with the electoral assistance program for Haiti was reflected in a letter dated October 5 from the Council President to the Secretary General. The program was subsequently ratified by the General Assembly in resolution 45/2, adopted by consensus in early October.

The United Nations electoral program for Haiti, ONUVEH (UN Observer Group in Haiti), was two-fold. UN technical assistance included preparation and distribution of election materials and verification of results. Technical assistance personnel, numbering more than 300, worked closely with observers from the Organization of American States and other observer missions, including a U.S. presidential delegation, the National Democratic Institute and the National Republican Institute.

The United Nations also provided security assistance—64 unarmed military advisers drawn from UN peacekeeping forces, who accompanied local security forces in all parts of Haiti throughout the electoral process as advisers on public safety and crowd control. No major incidents of violence were reported.

Central America

SECURITY COUNCIL CONSIDERATION

UN efforts to achieve peace in Central America intensified significantly in 1990. Although the Council continued to play an important role, most UN actions during the year were carried out by the Secretary General and his Special Representative for Central America pursuant to a good offices mandate provided by the Council. Underlying all UN actions in support of peace in Central America was the Esquipulas (Guatemala) II Accord signed by the presidents of Costa Rica, El Salvador, Guatemala, Honduras and Nicaragua on August 7, 1987, which provided a framework for establishing a stable and lasting peace in Central America.

The El Salvador Negotiations

The Secretary General's role in the effort to end civil war in El Salvador was formalized in a communique signed in Geneva on April 4 by the Secretary General and representatives of the Government of El Salvador and the Faribundo Marti Liberation Movement (FMLN). The communique specified that the Secretary General, or his representative, would conduct two types of negotiations: direct dialogue between the parties with the Secretary General's active participation, and indirect talks with the Secretary General functioning as intermediary. The communique also stated that negotiations are to be conducted in strictest confidence.

An agenda for the negotiations was subsequently agreed upon in Caracas in May. Parties also agreed on mid-September as the deadline for signing a series of political agreements leading to a ceasefire. The agreements were to cover military reform, human rights, the judicial system, the electoral system, constitutional reform and economic and social issues. All agreements and the ceasefire would be monitored by the United Nations, subject to Security Council approval.

Negotiations, conducted by the Secretary General's Special Representative Alvaro de Soto, began shortly after the Caracas accord. However, only one political accord, on human rights, had been reached by year's end. That agreement was signed in July in San Jose, Costa Rica; it is not yet clear, however, whether it can be implemented until a ceasefire agreement is in place.

Throughout 1990 the United States supported the Secretary General's efforts to mediate the Salvadoran conflict. A major U.S. objective during 1990 was to focus the attention of the international community on achieving a negotiated settlement to the civil war in El Salvador.

ONUCA

The United States joined in the consensus adoption of five Security Council resolutions in 1990 regarding the mandate of the UN Observer Group in Central America (ONUCA). Security Council resolutions 654 (May 4) and 675 (November 5) approved 6-month renewals of ONUCA's original mandate to monitor two aspects of the Esquipulas II agreement: the cessation of aid (except humanitarian assistance) to irregular forces and insurgent movements, and the non-use of territory to attack other states. Resolutions 650 (March 17), 653 (April 20) and 656 (June 8) broadened that mandate and defined ONUCA's role, in conjunction with the joint UN–OAS International Commission on Verification and Support (CIAV), in the voluntary demobilization of the Nicaraguan Resistance (RN).

ONUCA's role in the demobilization of the RN was fully successful. A special battalion of infantry troops processed thousands of former "contras,"

collecting and destroying their weapons. ONUCA's efforts to hinder the flow of materiel to insurgency movements, however, had mixed results. The United States encouraged Central American governments to maintain close contact with ONUCA officials, and to step up requests to involve ONUCA in their efforts to stop illegal arms flows.

Security Council resolution 675 extended ONUCA's original mandate until May 7, 1991. The resolution also called for a reduction of 40 percent in ONUCA's forces.

ONUVEN and CIAV

The year 1990 witnessed the success and consequent phasing-out of two other entities established by the Security Council, in accordance with the Esquipulas agreements, to assist in the peace process in Central America.

The UN Mission for the Verification of the Elections in Nicaragua (ONUVEN) was established in 1989 after the Secretary General and Government of Nicaragua agreed to terms for UN participation in election monitoring. The Secretary General's recommendation to establish ONUVEN, with a mandate to verify the elections process in Nicaragua at every stage and in all electoral districts, was endorsed by Security Council resolution 637, on July 27, 1989.

Headed by former U.S. Attorney General Elliot Richardson, ONUVEN was present in all areas of Nicaragua throughout the campaign, elections and pre-inauguration period. ONUVEN fielded 240 observers. The February 25 Nicaraguan election results were accepted as legitimate by all those involved. Nicaragua's ruling Sandinista party peacefully handed over the reins of government to Violeta Chamorro of the National Opposition Union on April 25. ONUVEN was then dissolved.

The International Commission for Support and Verification (CIAV) grew out of the August 1989 summit at Tela, Honduras, which called for

> . . . a joint plan for the voluntary demobilization, repatriation or relocation in Nicaragua or third countries of the Nicaraguan Resistance and their families and for assistance in the demobilization of all those involved in armed actions in the countries of the region when such persons voluntarily request it.

To implement the plan, the Tela document called for the creation of CIAV, to be formed by the Secretaries General of the United Nations and the Organization of American States.

In March the UN Secretary General reached agreement with the OAS Secretary General on the *modus operandi* of each organization's responsibilities. Under that agreement, complemented by a later agreement in June, the UN component of CIAV (CIAV/UN) was assigned responsibility for assistance to, and repatriation of, demobilized members of the RN in Honduras and

Costa Rica. The OAS component (CIAV/OAS) was to perform the same functions for members of the RN who demobilized inside Nicaragua, as well as for members of the RN repatriated by CIAV/UN once they had reached Nicaraguan soil. CIAV/UN was also given responsibility for the voluntary repatriation of Nicaraguan refugees, as well as for all follow-up assistance in Nicaragua. The UN High Commissioner for Refugees (UNHCR) acted as operational arm of CIAV/UN, conducting all support and repatriation activities. By the end of 1990, most of CIAV/UN's activities had been successfully completed, and it was performing mostly residual functions.

GENERAL ASSEMBLY CONSIDERATION

The 45th General Assembly adopted without vote in November a resolution entitled "The situation in Central America: threats to international peace and security and peace initiatives." Cosponsored by the United States, the resolution called on the Secretary General to "continue to afford the fullest possible support to the Central American Governments in their efforts to consolidate peace." The resolution also reflected support for UN-mediated negotiations between the Government of El Salvador and the Farabundo Marti Liberation Movement (FMLN). The U.S. Representative stressed the importance of the Esquipulas agreements and the need for continued progress toward reconciliation in the region. He also reaffirmed U.S. commitment to UN efforts to end the conflict in El Salvador.

ICJ Decision on Nicaragua

At the request of the new Government of Nicaragua, an agenda item calling for the United States to immediately comply with a 1986 judgment of the International Court of Justice in the case of "Military and Paramilitary Activities in and against Nicaragua" was deferred *sine die* by the General Committee of the General Assembly.

Cooperation Between the United Nations and the Latin American Economic System

The United States joined consensus in October on a General Assembly resolution on cooperation between the United Nations and the Latin American Economic System (SELA). Resolution 45/5 urged the Economic Commission for Latin America and the Caribbean, the UN Development Program, and other UN organs and specialized agencies to broaden and deepen their cooperation with SELA. It also requested the UN Secretary General and the Permanent Secretary of SELA to continue consultations for drafting a cooperation agreement between the United Nations and SELA.

Cyprus

The Secretary General, assisted by his Special Representative for Cyprus, Oscar Camilion, actively pursued his good offices mission during 1990. Cypriot President

George Vassiliou and Turkish Cypriot community leader Rauf Denktash were invited to New York to begin negotiations under the auspices of the Secretary General in February. Following the talks which ended without progress, the Secretary General sent a report to the Security Council which included an appeal that the negotiating process not be allowed to collapse. On March 12 the Security Council unanimously adopted resolution 649, which reaffirmed the Secretary General's good offices mandate and called upon the two parties to pursue efforts to reach a mutually acceptable solution.

In July the Secretary General submitted a report on his mission of good offices which outlined a "plan of action" which would begin with separate discussions in Nicosia—designed to begin preparation of an outline for a Cyprus settlement—between UN authorities and each of the two Cypriot communities. Separate meetings occurred during the year, but did not result in an agreement. On November 9 the Security Council adopted a statement supporting the continued efforts of the Secretary General. The statement also reaffirmed the Council's "endorsement of his plan of action to complete an outline of an overall agreement."

The Council also met twice during the year to renew the mandate of the UN Peacekeeping Force in Cyprus (UNFICYP). On June 15 it unanimously adopted resolution 657, extending UNFICYP's mandate through December 15; on December 14 it renewed the mandate under resolution 681 until June 15, 1991.

On December 7 the United Nations issued the "Report of the Secretary General on the UN Operation in Cyprus," in which he pointed out that the UN peacekeeping force "is facing a chronic and ever deepening financial crisis" as a result of the lack of voluntary contributions from UN members to help pay the costs incurred by the troop-contributing countries. On December 21 the Security Council unanimously passed resolution 682 requiring the Council to examine the problem of costs and financing of the peacekeeping force with a view to implementing an alternative means of financing—which could include, *inter alia*, the use of assessed contributions—on or before June 15, 1991.

The 45th General Assembly took no action on the agenda item "Question of Cyprus" carried over from previous years.

ANTARCTICA

In resolution 38/77 of 1983, the General Assembly requested the Secretary General prepare a study on all aspects of Antarctica, taking into account the Antarctic Treaty system and all other relevant factors. The resulting report, submitted to the General Assembly in 1984, reviewed a range of activities related to Antarctica without making any major recommendations. General Assembly resolution 39/152 of 1984 expressed appreciation to the Secretary General for the study, and placed Antarctica on the provisional agenda of the 40th session.

Consideration of Antarctica by the General Assembly at its 40th session led to a regrettable polarization of views on the issue, with a number of non-Antarctica Treaty members pressing for fundamental changes in the Antarctica Treaty system, and Treaty parties rejecting the alleged need for significant changes in the system. The parties made it known at that time they would suspend cooperation with the United Nations on Antarctica matters until consensus could be achieved again. This course of action was continued through the 45th General Assembly session. The unity of countries supporting this position was maintained at the 1990 session, although some Antarctica Treaty countries supported the resolution that called for the exclusion of South Africa from the Antarctica Treaty because of its policy of apartheid (above).

Two resolutions on Antarctica were adopted by the 45th General Assembly. The first, resolution 45/78 A, expressed the conviction that any comprehensive environmental convention for Antarctica must be negotiated with "full participation of the international community" (and not just of the Antarctic Treaty parties themselves). It reiterated the call upon Antarctic Treaty Consultative Parties to invite the Secretary General or his representative to their future meetings. The plenary adopted it by a vote of 98 to 0, with 7 abstentions and 45 states (U.S.) not participating.

The second, resolution 45/78 B, called upon the Consultative Parties to exclude South Africa from their meetings because of its policy of apartheid. This resolution was adopted by a vote of 107 to 0, with 7 abstentions and 37 states (U.S.) not participating.

After the adoption of resolution 45/78 A in the First Committee, Australia, speaking on behalf of Antarctic Treaty Consultative and Non-Consultative Parties, expressed the parties' misgivings about the value of debates in the United Nations on the Antarctic Treaty system. The parties rejected criticisms directed by some UN members at the Treaty, and highlighted accomplishments of the Treaty system. They found it regrettable that General Assembly consideration of Antarctica had departed from the pattern of consensus in recent years. The statement concluded that Treaty parties remained willing to display flexibility and negotiate a return to consensus in UN consideration of Antarctica, but not at what the Treaty parties regarded as the cost of possible erosion of the successful functioning of the Antarctic Treaty system.

OUTER SPACE

UN Committee on the Peaceful Uses of Outer Space

The 53-member UN Committee on the Peaceful Uses of Outer Space (COPUOS), its Scientific and Technical Subcommittee and its Legal Subcommittee all met during 1990. In recent years, scientific and legal work of the Committee had deteriorated seriously, with debates becoming increasingly

political. The year 1990 marked a welcome return to the more professional tone of the earlier decades, and cooperation within COPUOS noticeably improved.

COPUOS met for its 33rd session in June. The call for adoption of measures to make the work of COPUOS and its subcommittees more relevant to the present state of space exploration for the benefit of all countries was met with greater approval than in prior years. Member states continued their exchange of views on the secondary application of space technology for addressing problems on earth, a topic first proposed by the United States. Member states agreed that, based on U.S. ideas, COPUOS could play a meaningful role in the 1992 International Space Year without affecting the regular budget of the United Nations, by utilizing training and education capabilities of the UN Program on Space Applications.

In February the Scientific and Technical Subcommittee held its 27th session. It considered a wide range of questions on the use and exploration of outer space, but focused on use of space technology in terrestrial search and rescue, and in disaster relief operations. Other topics included the life sciences, global change, astronomy, planetary exploration, practical applications of remote sensing, attributes and utilization of geostationary orbits and satellite communications technology, space transportation systems and use of nuclear power sources in outer space. These discussions strengthened the scientific content of the Subcommittee's work and facilitated contacts among space scientists.

The 29th session of the Legal Subcommittee met in March. Its agenda included the definition and delimitation of outer space and utilization of geostationary orbits, draft principles relating to safe use of nuclear power sources in outer space, and the principle that space exploration should be carried out for the benefit of all countries. The Subcommittee continued its work on a number of principles relevant to the use of nuclear power sources in outer space. Agreement was also reached on recommendations aimed at improving the working methods of the Subcommittee.

The 45th General Assembly, on the recommendation of the Special Political Committee, adopted without vote an omnibus resolution entitled "International cooperation in the peaceful uses of outer space." Resolution 45/72 renewed COPUOS and set the agenda for the Committee and its subcommittees. In adopting the resolution, the General Assembly endorsed a recommendation that the Legal Subcommittee should aim at finalizing nonbinding principles on use of nuclear power sources in outer space. Also endorsed were recommendations to reorganize and rationalize the work in the Legal Subcommittee.

LAW OF THE SEA

The Third UN Conference on the Law of the Sea (LOS) convened in 1972 and completed negotiations on an LOS Treaty in 1982. The United States has not signed the Treaty.

The General Assembly has annually adopted resolutions since 1982 which welcomed the adoption of the LOS Convention, called on states to sign and ratify the Convention, and approved financing of the LOS Preparatory Commission from the regular UN budget.

In 1990, Law of the Sea resolution 45/145 carried forward additions, deletions and changes made in the 1989 resolution. These modifications reflected an effort to meet U.S. concerns. Deletions removed language suggesting U.S. conduct is unlawful or otherwise unacceptable. Additions stressed the importance of universal participation in the Law of the Sea Convention, which reflected positive non-aligned recognition in the Preparatory Commission and elsewhere of the need to meet U.S. objections. The 45th General Assembly again endorsed the LOS Convention and approved funds for the Preparatory Commission from the regular UN budget by a vote of 140 to 2 (U.S.), with 6 abstentions.

The U.S. statement was a positive response to the improved resolution and growing willingness of others to rethink deep seabed mining:

> The United States views the 1982 UN Convention on the Law of the Sea as a major accomplishment in the development of international law of the oceans. The Convention has many positive aspects and the United States has actively supported and promoted observance of the vast majority of its provisions.
>
> As we have said in the past, we have fundamental objections to the deep seabed mining provisions of the Convention. (O)ur view is that the changed circumstances (since 1982) cited by the Secretary General in the report on his initiative suggest the need for a substantially scaled-back institutional structure and a more market-oriented approach to the management of the area and its resources . . . . While we see evidence that many states are coming to the view that the seabed mining regime needs to be adjusted to reflect new realities, it is important that all interested parties believe that there are reasonable prospects for success before we embark on such an important exercise.
>
> I would (also) like to express my government's support for the emphasis placed upon efforts to encourage states to bring their national law into conformity with international law as reflected in the provisions of the Convention concerning traditional uses of the oceans.
>
> We also believe it is in the interest of the world community to know that excessive maritime claims have been opposed. . . . We hope that other governments share this concern for rejecting illegal maritime claims, thereby assisting in maintaining a fair balance of interest between coastal and maritime states.

GENERAL POLITICAL PROBLEMS

Membership

Although there were several membership changes in the United Nations in 1990, it began and ended the year with 159 members. The admission of Namibia and Liechtenstein balanced the union of the People's Democratic Republic of Yemen and the Yemen Arab Republic as the Republic of Yemen, and the accession of the German Democratic Republic into the Federal Republic of Germany.

Namibia became independent on March 21. On April 6 Namibia submitted its application for UN membership. The Security Council unanimously adopted resolution 652 recommending that the General Assembly admit Namibia to UN membership, and on April 23, at the special session for International Economic Cooperation, the General Assembly unanimously adopted resolution S-18/1, cosponsored by the United States, which admitted Namibia to the United Nations.

Speaking after the adoption of the resolution, the U.S. Permanent Representative welcomed Namibia to the United Nations and pointed out the United States had been engaged in the cause of Namibian independence since the early part of this century. He also singled out the United Nations for its role in helping Namibia achieve independence as a democratic state.

Liechtenstein submitted its application for UN membership on August 10. The Security Council unanimously adopted resolution 663 recommending UN membership, and on September 18 the General Assembly also unanimously adopted a resolution, cosponsored by the United States, which admitted Liechtenstein to UN membership. (Resolution 45/1.) The U.S. Permanent Representative welcomed Liechtenstein to the United Nations, and noted that the United States has enjoyed friendly relations with Liechtenstein for many years.

The Republic of Yemen was formed on May 22 through the union of the People's Democratic Republic of Yemen and the Yemen Arab Republic. Both had been members of the United Nations, the Yemen Arab Republic since September 30, 1947, and People's Democratic Republic of Yemen since December 14, 1967.

The German Democratic Republic acceded to the Federal Republic of Germany on October 3. Both the German Democratic Republic and the Federal Republic of Germany had been admitted to the United Nations on September 18, 1973.

Question of Peacekeeping

The General Assembly established the Special Committee on Peacekeeping Operations (Peacekeeping Committee) in 1965 to address financial difficulties resulting from unpaid peacekeeping assessments, and to examine all aspects of future peacekeeping operations. Since then, the Peacekeeping Committee has been responsible for carrying out a comprehensive review of peacekeeping operations. Its membership numbers 34.

The Peacekeeping Committee met May 7–10 and June 29. It forwarded to the General Assembly a series of recommendations including compilation of a registry of potential peacekeeping resources, negotiation of status of forces agreements where appropriate, and investigation of possible UN use of high

technology. Member states were encouraged to pay promptly and in full assessed contributions for peacekeeping. The Secretary General was asked to elaborate on responsibilities, functions and structures of offices within the Secretariat dealing with peacekeeping operations, and encouraged to maintain a regular informal exchange of information with member states on current and potential peacekeeping operations. The Committee welcomed in working session a Security Council Presidential statement on May 30 reiterating, with respect to peacekeeping, the importance of careful planning, efficient resource allocation and elaborating practical mandates.

The General Assembly's Special Political Committee considered the question of peacekeeping in November. The U.S. Representative noted recent improvements in the international political scene which made enhanced UN peacekeeping activities possible. She endorsed recommendations made by the Peacekeeping Committee, but cautioned that requests for studies and data not distract the Secretariat from its fundamental task of overseeing the design and implementation of peacekeeping mandates. A resolution, based on the analogous resolution of 1989, incorporated without significant change the recommendations made by the Peacekeeping Committee; it was adopted as resolution 45/75 without a vote.

Strengthening the Role of the United Nations

The Special Committee on the Charter of the United Nations and on the Strengthening of the Role of the Organization (Charter Committee) held its 15th session February 12–March 2. The 47-member Committee, established by the UN General Assembly in 1975, has convened annually since 1976. It considers a wide variety of proposals under three general headings: maintenance of peace and security (MPS), peaceful settlement of disputes (PSD), and rationalization of UN procedures.

Under MPS, the Committee considered two working papers on fact-finding by the United Nations to assist in maintenance of international peace and security. On the basis of joint discussion and further work by cosponsors, a single text was developed. The Committee decided to consider further revisions at a subsequent meeting. Under PSD, the Committee had a general exchange of views and took note of a progress report on development of a handbook on peaceful settlement of disputes between states. The third area of work, rationalization of existing UN procedures, was taken up with review and completion of a draft document on rationalization of existing UN procedures, which the committee submitted to the General Assembly for adoption. The committee forwarded a report on its work to the 45th General Assembly via the Sixth Committee.

Resolution 45/44, "Report of the Special Committee on the Charter of the United Nations and on the Strengthening of the Role of the Organization,"

was adopted by the General Assembly by the vote of 147 (U.S.) to 0, with 1 abstention. It established priorities for the Charter Committee's work in 1991: to complete the proposal on fact-finding, and to consider the final text of the draft handbook on peaceful settlement of disputes.

A draft resolution entitled "Rationalization of existing UN procedures" was also adopted by the General Assembly as resolution 45/45 by a vote of 149 (U.S.) to 0, with 1 abstention. It decided that the Charter Committee's conclusions on rationalization will be included as an annex to the General Assembly Rules of Procedure.

Questions Relating to Information

The UN Committee on Information (COI) is a standing committee of the General Assembly mandated to oversee UN public information activities, including those of the UN Department of Public Information (DPI), and to coordinate information activities of UN specialized agencies. Each year it adopts a set of recommendations on information issues to submit to the Special Political Committee of the General Assembly.

In previous years some of the most active COI members had been those whose governments were least democratic, and language of COI recommendations had frequently reflected views inimical to principles of free flow of information and freedom of the press. In 1990, however, this was not the case. The United States and others succeeded in moderating the language of COI recommendations on free flow of information and freedom of the press, as incorporated in the UN Charter. The United States also succeeded in introducing language calling for greater objectivity in DPI reporting, and for more efficient management of DPI.

During the COI's 12th session April 4–May 3, the United States was able to join consensus on a Chairman's report, containing two draft resolutions, for the first time since 1983. All U.S. goals, including deletion of the call for establishment of a "new world information and communication order" (NWICO), were met.

At the Special Political Committee session, in November, the United States joined consensus on the two information resolutions, which were adopted without change. This consensus put to rest the long debate on NWICO, and a number of other ideological battles. All language which could be interpreted as license to restrict press freedom were stricken from the draft. There was no call for establishment of NWICO, and only a very indirect and historical reference to the concept remained. The resolutions upheld the principles of press freedom and freedom of speech, and referred to private as well as public media. The General Assembly plenary session in December adopted the information resolutions as 45/76 A and 45/76 B by consensus.

The United States has long been critical of the lack of objectivity in materials DPI disseminates. In 1986, the General Accounting Office (GAO), responding to a request by Senator Arlen Specter (R-PA), published a report evaluating DPI printed materials and scripts of its radio programs. It recommended that the Secretary of State develop a review process to better monitor selected UN public information materials. Procedures were initiated in August 1986 to review the materials the UN Information Centers disseminate. The occasions upon which the United States found it necessary to register concern is decreasing, and the extent and depth of anti-U.S. bias has diminished somewhat. The monitoring efforts continue.

Part 2

Disarmament and Arms Control

UN DISARMAMENT COMMISSION

The Disarmament Commission is a subsidiary forum for deliberation on disarmament issues as mandated by the General Assembly, when the Assembly is not in session. It considers and makes recommendations on various problems in the field of disarmament, and follows up on relevant decisions and recommendations of the special session devoted to disarmament. At the beginning of the 1990 session, the UNDC adopted a reform package (the annex to UN General Assembly resolution 44/119 C) aimed at improving its functioning. Various subsidiary bodies were established for all items except naval disarmament, which, as in the past, was handled through consultations held by the UNDC chairman on his responsibility. The practice of consensus was adhered to throughout the session. The Disarmament Commissionn met in plenary eight times during its May 7–29 session.

In accordance with the reform package, deliberations (except on objective information on military matters (OIMM)) were concluded on all its agenda items. No consensus could be reached on the compilation of recommendations under the general item on nuclear/conventional disarmament, which remained heavily bracketed. The chairman's working paper on results of his consultations on the naval armaments and disarmament was endorsed by all participants in those consultations (the United States did not participate), but reflected differences among them on a number of specific propositions. Consensus was reached on reports dealing with issues covered in working groups on conventional disarmament, the role of the United Nations in disarmament, Declaration of the 1990s as the Third Disarmament Decade, and the question of South Africa's nuclear capability.

After the conclusion of its 1990 session, members reached agreement on the topics the UNDC will take up for its 1991 session. These topics include: objective information on military matters; process of nuclear disarmament in the framework of international peace and security with the objective of elimination of nuclear weapons; regional disarmament within the context of

global security; and the role of science and technology in international security, disarmament and other related fields.

Contact group for Agenda Item 4 (Nuclear/Conventional Disarmament). At the outset, it was evident it would be impossible to reach consensus on compilation of recommendations on this item, contained in annex 1 to last year's report of the Commission to the General Assembly. As a result, review of bracketed recommendations was basically pro forma. A proposal by the chairman, however, to delete a bracketed recommendation calling for nonstationing of nuclear weapons in foreign territories was accepted without discussion. The contact group's report states that consideration of item 4 has been concluded.

Consultation Group on Agenda Item 5 (South Africa's Nuclear Capability). After intensive informal consultations a paper was developed which might have been the basis for consensus. The U.S. and other delegations made statements in plenary, however, disclaiming a possible interpretation of the text which implied that South Africa actually possesses nuclear weapons. The United States sought to include a call upon all African states to accede to the Non-Proliferation Treaty (NPT), but were unsuccessful. In its plenary statement, the U.S. Delegation stressed U.S. policy of encouraging all states to join the NPT.

Working Group on Agenda Item 6 (Role of the UN in Disarmament). This working group reached a consensus text, using the 1989 chairman's working paper as a basis, along with proposals and amendments to it. The chairman's 1989 working paper was unacceptable to the United States for a variety of reasons, including encroachment on the autonomy of the Conference on Disarmament. A good basis to proceed was found, however, and the report was agreed to by consensus.

Agenda Item 7 (Naval Armaments and Disarmament). The U.S. Delegation did not participate in the chairman's consultations. The report on the consultations, contained in a chairman's working paper endorsed by those participating in them, indicated differences on a number of issues, and was less than balanced in its treatment of the item. The paper suggested, in particular, that naval arms control had been accepted in principle by all participants as an issue whose time had come, which was clearly not the case. The United States made clear it did not participate in these consultations, nor was the United States associated in any way with the report.

Working Group on Agenda Item 8 (Conventional Disarmament). Working group discussions focused principally on continuing differences on basic issues such as the priority of conventional disarmament in relation to nuclear disarmament, the extent of the accumulation and sophistication of arms beyond the East-West context, and the importance and practicality of a regional-vs.-global approach to conventional arms control. Attention was also

focused on arms transfers. Despite inherent differences and difficulties, a consensus text was obtained. It clearly pointed out that the so-called arms race was not an exclusively East-West phenomenon; it was still occurring in other regions of the world, and in some regions arms control might contribute to local and international security. The text also noted the need for conventional disarmament to be kept on the international agenda, and in that connection raised the question of placing the subject on the CD agenda as well.

Working Group on Agenda Item 9 (Declaration of 1990s as Third Disarmament Decade). The working group used last year's nonconsensus paper as this year's initial text. Two issues caused difficulties: nonparties to the NPT wanted no reference to the nuclear non-proliferation regime, and the United States wanted no reference to naval arms control. A compromise formulation was adopted which maintained a reference to the non-proliferation regime but also included language about cooperation for peaceful uses of nuclear energy. On the naval arms control issue, a formulation was ultimately accepted which made clear naval arms control was not endorsed by all states. The final declaration was adopted by consensus.

CONFERENCE ON DISARMAMENT

The Conference on Disarmament (CD) is a forum which considers and, as appropriate, negotiates on multilateral arms control and disarmament issues. It has a membership of 39, including all 5 nuclear-weapon states and 34 other states. The CD is an autonomous body with its own rules of procedure, and works by consensus. Not a UN body, it is linked to the United Nations in that a personal representative of the Secretary General serves as Secretary General of the Conference, and the CD is funded through the regular UN budget. The Conference reports annually on its activities to the General Assembly, and resolutions adopted by the Assembly frequently request the Conference to consider specific disarmament matters.

The CD was in session from February 6 to April 24, and from June 12 to August 24. During 1990 the CD held 45 formal plenary meetings and 23 informal meetings.

Among the wide range of disarmament issues considered by the CD in 1990, items receiving the most attention were: nuclear test ban; chemical weapons; new weapons of mass destruction and radiological weapons; outer space arms control; nuclear disarmament; the prevention of nuclear war, including all related matters; negative security assurances; and a comprehensive program of disarmament. Four *ad hoc* committees were reestablished from the 1989 session on negative security assurances, radiological weapons, chemical weapons and arms control in outer space. In addition, the CD reached consensus to establish an *ad hoc* committee on "nuclear test ban," with a non-negotiating mandate.

Ad Hoc Committees

NEGATIVE SECURITY ASSURANCES

The *Ad Hoc* Committee was reestablished during the 1990 CD session "to continue to negotiate with a view to reaching agreement on effective international arrangements to assure non-nuclear-weapon states against use or threat of use of nuclear weapons." The *Ad Hoc* Committee reaffirmed that non-nuclear-weapon states should be effectively assured by nuclear-weapon states against the use or threat of use of nuclear weapons pending effective measures of nuclear disarmament. Work on the substance of effective arrangements, and discussions on various aspects and elements of a solution, however, revealed that specific difficulties relating to differing perceptions of security interests of nuclear-weapon states and non-nuclear states persisted, and that the complex nature of the issues involved continued to prevent agreement on a "common formula."

The five nuclear-weapon states have offered unilateral assurances to the non-nuclear-weapon states; the U.S. assurance, first offered in 1978, stands as a reliable statement of U.S. policy.

CHEMICAL WEAPONS

The Conference's *Ad Hoc* Committee on Chemical Weapons was reestablished in February with a mandate, *inter alia*, to "continue the full and complete process of negotiations, developing and working out the convention . . . with a view to giving the Conference a possibility to achieve an agreement as soon as possible." The 1990 report of the chemical weapons *Ad Hoc* Committee was adopted in August, updating the "rolling text" of the convention to reflect work done in 1990.

In CD negotiations in 1990 there was greater recognition of the need for a global approach to the problem of chemical weapons, and more attention was given to concerns of states about security and the role of chemical weapons in that context. There was progress on a variety of issues, but important issues remain unresolved. The CD must still identify and negotiate detailed procedures necessary to assure adequate verification, including arrangements to monitor nonproduction of chemical weapons by civilian chemical industries. Also, the issue of how to ensure the security of states during the stockpile destruction period must be addressed. Finally, important differences remain on such issues as treaty implementing provisions, allocation of costs, and the nature and extent of assistance which might be provided nations attacked or threatened by chemical weapons. CD participants have conducted a series of trial inspections in the chemical industry. The results of these inspections, organized by nations individually in their own industries, have provided valuable insight into defining a regime for monitoring civilian industry under a chemical weapons convention.

Chemical weapons negotiations were also the focus of U.S.-Soviet bilateral discussions designed to facilitate the multilateral negotiation. These negotiations were discussed at the U.S.-Soviet Ministerial in Wyoming in September 1989, which resulted in a Memorandum of Understanding (MOU) on chemical weapons data exchange and the exchange of data, as a confidence building measure, on December 29, 1989. In June 1990, during the Washington Summit, the United States and Soviet Union signed a bilateral destruction agreement which obligates both sides to stop CW production and destroy CW stocks to equal low levels by the year 2002. Outside the CD, U.S.-Soviet bilateral sessions were held to discuss implementation of MOU inspection procedures on the destruction agreement and ways to prevent dangerous proliferation of chemical weapons. Moreover, the United States has held and continues to hold informal talks with Western countries to discuss ways to optimize export controls on specific chemicals related to manufacture of chemical weapons.

COMPREHENSIVE PROGRAM OF DISARMAMENT

The year 1989 was the last time the CD reached consensus to establish an *ad hoc* committee to negotiate a Comprehensive Program of Disarmament (CPD). The United States has participated in such efforts with a view to developing a general guideline for disarmament initiatives. CPD proponents, however, have attempted to develop a comprehensive disarmament agenda complete with prescribed measures and deadlines, an initiative the United States has not endorsed. In its report to the UN General Assembly in 1989, the CD stated the *Ad Hoc* Committee should "resume work with a view to resolving the outstanding issues in the future when circumstances are more conducive to making progress in this regard," i.e., when there is more agreement on work to be accomplished.

In 1990 neutral/non-aligned countries proposed reestablishing such an *Ad Hoc* Committee. Neither the West nor the East supported this proposal. Under current circumstances the United States and others believe that substantial progress toward completing a CPD is improbable.

OUTER SPACE ARMS CONTROL

The *Ad Hoc* Committee on Prevention of an Arms Race in Outer Space was reestablished in 1990, with the same non-negotiating mandate as in 1989. The Committee held 16 meetings, and the CD invited representatives of several states not members of the Conference to participate in its meetings.

There is recognition in the *Ad Hoc* Committee of the importance of preventing an arms race in outer space, and readiness to contribute to that objective. However, thus far, neither the United States nor the CD has been able to identify outer space arms control issues the United States believes appropriate for multilateral negotiations.

Other Issues

In addition to the work of the ad hoc committees, the Conference addressed a number of other issues, including the following:

NUCLEAR TEST BAN

The agenda item on a "Nuclear Test Ban" was considered in plenary. In addition, efforts to find a basis to continue work on this item in an *ad hoc* committee of the Conference were successful. No delegation opposed the reestablishment of such a body, which had not met since 1983, but it took considerable discussion to reach agreement on terms of a mandate for such a Committee. In July the CD reached agreement to establish an *Ad Hoc* Committee on Nuclear Test Ban with a non-negotiating mandate focusing primarily on issues related to scope, structure, verification and compliance.

The Committee held six meetings prior to the close of the 1990 session. To contribute to CD member understanding of testing issues and steps the United States was taking, the U.S. Nuclear Testing Talks Negotiator spoke to the *Ad Hoc* Committee.

PREVENTION OF NUCLEAR WAR, INCLUDING ALL RELATED MATTERS

First added to the CD agenda in 1983, over the past years, a wide range of views have been expressed in plenary on how the Conference might best further treat this item. The Conference agreed, at its 547th plenary meeting on March 29, that informal meetings be held during its 1990 session on the substance of the agenda item, and that discussions at those informal meetings be duly reflected in the annual report of the Conference to the General Assembly. During these discussions, the West continued to emphasize the need for preventing all wars, not just nuclear wars. The West also pointed to progress in nuclear negotiations. In this context, the U.S. Nuclear Safeguards and Testing (NST) Head of Delegation and the Defense and Space Negotiator addressed the CD on the status of and progress in U.S.-U.S.S.R. negotiations.

CESSATION OF THE NUCLEAR ARMS RACE AND NUCLEAR DISARMAMENT

As with the item on "Prevention of nuclear war, including all related matters," the CD decided this issue should be considered in more detail during informal plenary meetings of the Conference. In the informal meetings, the West stressed the importance it attached to this agenda item, emphasizing the most appropriate way to address it was through discussion, not establishment of an *ad hoc* committee. The United States pointed to tangible progress in bilateral negotiations, and emphasized the importance of the Nuclear Non-Proliferation Treaty for international security and stability. The U.S. NST

Delegation Head and the Defense and Space Negotiator also addressed the informal sessions.

MEMBERSHIP

In 1983 the Conference accepted in principle a limited expansion in its membership, not to exceed four states. During its 1990 session, the Presidents of the Conference conducted continuing consultations with the members on selection of additional members, along with members of the Conference. The Conference reaffirmed its decision that its membership might be increased by not more than four states, and that candidates for membership should be nominated, two by the Group of 21, one by the Group of East European and other States, and one by the Western Group so as to maintain balance in the membership of the Conference.

GENERAL ASSEMBLY CONSIDERATION

The UN Charter provides that the "General Assembly may consider the general principles of cooperation in the maintenance of international peace and security, including the principles governing disarmament and the regulation of armaments." From its early years, great-power disagreement hampered UN efforts to promote arms control and disarmament. The improved U.S.-Soviet relationship was reflected in UN consideration of these issues in 1990. However, disagreements continued among UN member states as to the proper role of the United Nations in arms control and disarmament, and the extent to which it should address issues on arms control activities.

First Committee

During its 1990 session, the First Committee adopted a total of 48 resolutions and 4 decisions related to disarmament, and forwarded them to the General Assembly. Fifty-five resolutions and decisions were tabled for consideration by the Committee; during its work two resolutions on Negative Security Assurances were withdrawn to make way for a merged text on the same subject, and a resolution on radiological weapons was withdrawn. The numbers marked the third straight year of an ameliorating workload for the Committee, due in part to delegation decisions to submit their resolutions every other year instead of annually, or drop them entirely. No draft items were defeated. Twenty-six items, slightly more than half, were adopted by consensus. The First Committee conducted its proceedings in a less contentious atmosphere than was the case in the past, marking an overall improvement in the international climate on arms control.

Resolutions adopted by the Committee addressed the full range of arms control and disarmament issues, including nuclear weapons and nuclear testing issues, chemical and other weapons of mass destruction, verification of

arms control agreements, arms transfers, regional arms control and studies relating to these subjects.

GENERAL DISARMAMENT ISSUES

Resolution 45/62 A, adopted by consensus in both the Committee and the plenary, declared the 1990s to be the Third Disarmament Decade. It adopted the text of a "Declaration of the 1990s as the Third Disarmament Decade" drafted by the UN Disarmament Commission. Decision 45/417 on "Information on arms control and disarmament agreements" was adopted by consensus in both Committee and plenary. Resolutions 45/58 C and 45/58 D on conventional and nuclear disarmament, little changed from previous years, were both adopted by consensus. Previously annual submissions, these two will not be reintroduced until the 47th General Assembly. A resolution on conventional disarmament, which took note of the UN Disarmament Commission's report on the subject, was adopted by consensus in Committee and plenary as resolution 45/58 G.

Also in this category and adopted in plenary were resolution 45/58 E noting the recently completed "Comprehensive UN study on nuclear weapons," adopted without a vote, and resolution 45/58 N, entitled, "Charting potential uses of resources allocated to military activities for civilian endeavors to protect the environment." The latter was adopted in plenary by 138 to 3 (U.S.), with 12 abstentions. The U.S. explanation of vote stated:

> The United States strongly endorses cost effective and meaningful efforts to improve the environment. . . . However, . . . we do not believe that the First Committee is the appropriate forum to call for a study of the potential uses of military resources for civilian endeavors to protect the environment. Additionally, we have a number of questions about the potential for using military know-how, technology, infrastructure and production for environmental purposes, for we believe such an activity is a matter for the disposition of individual states or parties to military reduction agreements.

In addition, the United States objected to the allocation of the Secretary General's limited resources to a study on this subject.

On "Defensive security concepts and policies," resolution 45/58 O was adopted by a vote of 148 to 0, with 5 (U.S.) abstentions. The United States abstained because of misgivings about the applicability and practicality of defensive security concepts outlined in this resolution.

For nearly 10 years leading up to 1989, an *Ad Hoc* Committee of the Conference on Disarmament in Geneva negotiated on a Comprehensive Program of Disarmament (CPD). Each year the General Assembly in turn adopted a resolution on the CPD by consensus. In 1989 the Conference on Disarmament decided, by consensus, not to reestablish the *Ad Hoc* Committee until circumstances were more conducive to progress. The resolution of 1989 did not reflect this decision, and consensus on the resolution was broken. In 1990 a resolution was again tabled asking the Conference on Disarmament to

reestablish the *Ad Hoc* Committee, despite the CD's decision not to do so. The 1990 resolution engendered more opposition than that of the previous year, but was still adopted in plenary 123 to 6 (U.S.), with 22 abstentions.

An annual resolution on the "World Disarmament Campaign" was much improved from texts of previous years, and the United States was able to support its adoption by consensus. (Resolution 45/59 C.) Resolution 45/58 M on "Conventional disarmament on a regional scale" was also adopted without a vote. The United States also supported a new resolution on regional disarmament (Resolution 45/58 P), adopted by a vote of 142 (U.S.) to 0, with 10 abstentions. The United States took the floor to explain that its support for the resolution constituted "an expression of support for and encouragement of the principles of regional disarmament," and did not imply the United States was taking sides for or against any other state.

The United States opposed decision 45/416 on "Naval arms and disarmament," which postponed Committee consideration of the subject until the 46th session of the General Assembly. In keeping with its long-standing position against participation in discussions of naval arms control, the U.S. explanation of vote noted:

> . . . the requirements for naval armaments, and the naval activities of various nations, are inherently asymmetrical. They are based on different geographical, political and strategic considerations . . . . Separated by the sea from most allies, and bounded on both sides by oceans, the United States relies most profoundly on maritime activities and freedom of navigation under international law to protect its security and trade interests.

The vote was 152 to 2 (U.S.) with 0 abstentions.

CONFIDENCE-BUILDING MEASURES

Resolution 45/58 P (above) on regional disarmament employed the concept of confidence-building measures, which also formed the basis for several other resolutions. Resolution 45/62 F on "Implementation of the guidelines for appropriate types of confidence-building measures" was adopted by consensus. Resolution 45/58I on "Confidence and security building measures and conventional disarmament in Europe" was also adopted by consensus, after changes made to reflect the signing of the Conventional Forces in Europe accord and an agreement on new confidence and security building measures (CSBM).

SCIENCE AND TECHNOLOGY

Two resolutions were adopted dealing with the relationship between science and technology and disarmament. Resolution 45/60 stressed the negative impact of developments in science and technology on the "security environment" and on arms limitation and disarmament, and asked the Secretary General to continue to provide the General Assembly with an assessment of new technological developments. It was adopted in plenary 133 to 3 (U.S.), with 16

abstentions. Resolution 45/61 focused on the use of scientific and technological achievements for disarmament-related purposes, and was adopted without opposition. The United States took the floor to explain its decision to join consensus on this resolution and its approach to the resolution: First, the

> . . . relevance, effectiveness and utilization of any technology for arms control purposes can be determined only by the states directly involved in the specific agreements . . . . Second, a vote for (UN assistance in the collection and dissemination of information on scientific and technological developments related to arms control and disarmament) is not an endorsement of a generic role for the United Nations in verification procedures or implementation . . . .

and third, the United States assumes there will be no new financial obligations for the United Nations as a result of the resolution.

PREVENTION OF NUCLEAR WAR

Since 1981 resolutions have been introduced in the General Assembly expressing the urgent need to take steps to prevent nuclear war and calling on the Conference on Disarmament to begin negotiations to that end. Resolution 45/62 C was the only one on this topic during the 45th General Assembly and was almost identical to the 1989 resolution on the subject. The plenary vote was 132 to 12 (U.S.), with 9 abstentions. As before, this resolution called for the Geneva Conference on Disarmament to take up the question of prevention of nuclear war, and sought to establish prevention of nuclear war as an issue separate from prevention of war in general. The United States believed the Conference on Disarmament should determine its own work agenda, and did not consider the Conference on Disarmament to be an appropriate forum for the negotiation of reductions in nuclear weapons. Such negotiations should (and are) conducted among nuclear states concerned, as is the case with U.S.-Soviet START talks.

RADIOLOGICAL WEAPONS

Three resolutions in this category were submitted in 1990. Iraq submitted and then withdrew a resolution aimed at the 1981 Israeli attack on its Osirak reactor, claiming an attack on a nuclear facility was tantamount to use of a radiological weapon. Iraq withdrew the resolution after Kuwait proposed amendments condemning the use by Iraq of civilians as human shields around military and industrial facilities. Resolution 45/58 F on the Conference on Disarmament negotiations on the prohibition of the development, production, stockpiling and use of radiological weapons was adopted by consensus. The United States opposed, however, resolution 45/58 J on the "Prohibition of attacks on nuclear facilities," because it, *inter alia*, sought to immunize nuclear facilities against attacks and attempted to dictate to the Security Council actions it should take in event of such an attack. The vote was 141 to 1 (U.S.), with 11 abstentions.

DISARMAMENT AND DEVELOPMENT

The question of a relationship between disarmament and development was first considered in depth in 1978, and has been the subject of General Assembly resolutions in recent years. In 1986 the United States announced it did not accept the premise that there is a causal relationship between disarmament in the developed world and development in the developing world. The United States has not participated in General Assembly consideration of this issue since that time, stating every year it did not consider itself bound by Assembly resolutions relating to it.

In 1990 resolution 45/58 entitled "Relationship between disarmament and development" was adopted without a vote. The United States made a statement before its adoption, explaining it would not

> . . . participate in whatever action the First Committee takes on (this resolution) . . . . As everyone knows, the United States believes that disarmament and development are two distinct issues that cannot be considered as organically linked.

INSTITUTIONAL ISSUES

A number of First Committee actions involved adoption of the reports of other bodies or the Secretary General. The "Report of the Conference on Disarmament," resolution 45/62 D, was controversial. Although the Geneva Conference on Disarmament reached consensus on the final report it submitted to the General Assembly (via the First Committee), members of the CD took advantage of the resolution adopting that report, to insert issues on which the CD did not agree. The resolution was adopted in plenary 128 to 8 (U.S.), with 16 abstentions. Resolution 45/62 B adopting the report of the UN Disarmament Commission and providing instructions for its continued operation was, by contrast, adopted by consensus.

Resolution 45/59 E encouraged the activity of the three UN Regional Centers for Peace and Disarmament, and was adopted by consensus. The 1989 language containing financial implications for the United Nations was removed from the 1990 resolution, allowing the United States to support consensus. After protracted negotiations about its financial implications, a resolution on the "Tenth anniversary of the UN Institute for Disarmament Research" was adopted (Resolution 45/62 G) by consensus. The original draft version of this resolution had called for a research report on the economic aspects of disarmament to be paid for from the regular UN budget; the final version provided 50 percent funding from the regular budget and the balance from voluntary contributions. A resolution little changed from previous years on the "UN disarmament fellowship, training and advisory services program," resolution 45/59 A, was adopted by consensus.

BILATERAL NUCLEAR-ARMS NEGOTIATIONS

General Assembly resolutions over the years dealing with the U.S.-Soviet negotiations on nuclear-arms reductions generally have welcomed the conclusion

of previous negotiations and urged the two participants to undertake further efforts in this field. Two resolutions were introduced in 1990. The United States preferred to have a single, nonpolemical resolution adopted by consensus which encourages bilateral negotiations. It could not accept, however, any resolution which introduced extraneous issues or attempted to instruct the United States on how to conduct negotiations, what to negotiate, or when to finish.

Efforts to merge the two texts did not succeed. One text called upon the United States and the Soviet Union to sign the Treaty on Reduction and Limitation of Strategic Offensive Arms by the end of 1990 as a part of the process leading to the complete elimination of nuclear weapons; to intensify efforts to reach agreement on a comprehensive nuclear test ban and agreement to ensure outer space is kept free of all weapons; and to keep the United Nations informed of the progress of their negotiations. This text was adopted as resolution 45/58 B by a vote of 131 to 0, with 22 (U.S.) abstentions.

The other text, resolution 45/58 H, called on the United States and Soviet Union to "spare no effort" in their negotiations, but did not contain language on what should be negotiated. It was adopted by a vote of 100 (U.S.) to 0, with 49 abstentions.

NON-USE OF NUCLEAR WEAPONS

Only one resolution was adopted in this category in 1990 (Resolution 45/59 B) on a "Convention on the prohibition of the use of nuclear weapons." It criticized nuclear deterrence, claimed "the use of nuclear weapons would be a violation of the Charter of the United Nations," and called upon the Conference on Disarmament to commence negotiations on an international convention prohibiting use or threat of use of nuclear weapons under any circumstances. The United States opposed the resolution on several grounds: The UN Charter provided no basis for such a declaration, and neither prohibited the use of force in self-defense nor outlawed nuclear weapons for defense or deterrence. The resolution was adopted by a vote of 125 to 17 (U.S.), with 10 abstentions.

NUCLEAR FREEZE

Resolution 45/59 D calling for a freeze on nuclear weapons was adopted in plenary by a vote of 126 to 14 (U.S.), with 12 abstentions.

CHEMICAL AND BIOLOGICAL WEAPONS

Continuing concern in the international community about use of chemical and biological weapons and their proliferation was reflected in the three resolutions adopted. Resolution 45/57 A, "Chemical and bacteriological (biological) weapons," on the Chemical Weapons Convention negotiations

under way at the Conference on Disarmament in Geneva, reaffirmed support for CD negotiations on a CW ban and stressed the importance of declarations on possession of chemical weapons in pursuit of a universal ban.

To address the near-term possiblity of Iraqi use of chemical weapons, the United States cosponsored a resolution calling on all states to "observe strictly the principles and objectives of the 1925 Geneva Protocol," and endorsing proposals of the UN group of experts setting technical guidelines and procedures to guide the Secretary General in investigating reports of chemical or biological weapons. Resolution 45/57 C, "Chemical and bacteriological (biological) weapons: measures to uphold the authority of the 1925 Geneva Protocol," was adopted by consensus.

Resolution 45/57 B on implementation of the Biological Weapons Convention and preparations for the third review conference of the parties to the Convention was adopted by consensus, reflecting the start of preparations for the Third Review Conference to be held September 1991 in Geneva.

COMPREHENSIVE TEST BAN

Attempts to merge two texts tabled on a comprehensive nuclear test ban were unsuccessful, and both resolutions were separately adopted by vote. One of them, "Urgent need for a comprehensive nuclear test ban treaty," called for the Geneva Conference on Disarmament to reestablish its *Ad Hoc* Committee on a Nuclear Test Ban to consider test ban issues including the structure and scope of a test ban as well as verification and compliance. It also urged nuclear weapons states, "especially those which possess the most important nuclear arsenals, to agree promptly to appropriate verifiable and militarily significant interim measures, with a view to concluding a comprehensive nuclear test ban treaty." Resolution 45/51 was adopted by a vote of 140 to 2 (U.S.), with 6 abstentions.

The other resolution, "Cessation of all nuclear test explosions," on the same subject, called for the Conference on Disarmament to establish an *Ad Hoc* Committee to negotiate a comprehensive test ban, rather than merely study issues involved. Resolution 45/49 was adopted by a vote of 127 to 3 (U.S.), with 17 abstentions.

Resolution 45/50 was on amending the Limited Test Ban Treaty to convert it into a comprehensive test ban. Many supporters of a test ban were unable, however, to support the resolution either because its approach to obtaining a test ban (by amending an existing treaty) was incompatible with their own approach, or because provisions of the text prejudged the outcome of the Limited Test Ban Treaty Amendment Conference scheduled for January 1991. The resolution was adopted by a vote of 116 to 2 (U.S.), with 28 abstentions.

The United States made an explanation of vote on all three test ban-related resolutions together as follows:

The United States continues to believe that negotiations on and achievement of deep, stabilizing and effectively verifiable reductions in the existing nuclear arsenals are the best way to address the threat posed by nuclear weapons and to further the aims of nuclear arms control. A comprehensive nuclear test ban would not result in any reductions in nuclear weapons, nor deal with the threat posed by such weapons.

U.S. policy regarding limits on nuclear testing is based on a step-by-step approach. Following the signing by Presidents Bush and Gorbachev of two important verification protocols to the threshold test ban treaty and peaceful nuclear explosions treaty on June 1, 1990, the appropriate legislative bodies of both sides recently gave their consent to the ratification of those treaties' protocols. These protocols involve new and complex techniques necessary to provide effective verification of the two treaties, including direct on-site measurement of explosion yields. The unprecedented nature and complexity of these verification provisions require that we gain some experience with them as a guide to the most appropriate steps on further limitations on nuclear testing. This approach is based on the simple proposition that we would learn how well the just-agreed verification regime works as a necessary foundation for making or accepting proposals which build on it.

As we put into practice the new verification protocols, the United States will be ready to propose negotiations on possible further nuclear testing limitations that make sense from the national security standpoint, contribute to stability, and still permit the certainty of a reliable, safe and effective deterrent.

We are convinced, however, that so long as the United States must rely on nuclear weapons for deterrence, we must have a sensible testing program that ensures the credibility and safety of our forces. In this context, the United States has not identified any further limitations on nuclear testing beyond those now contained in the Threshold Test Ban Treaty that would be in the U.S. national security interest.

A comprehensive nuclear test ban remains a long-term objective of the United States. We believe that such a ban must be viewed in the context of a time when we do not need to depend on nuclear deterrence to ensure international security and stability, and when we have broad, deep, and effectively verifiable arms reductions, substantially improved verification capabilities, expanded confidence-building measures, and greater balance in conventional forces.

[Resolution 45/49], entitled "Cessation of all nuclear test explosions," contains numerous provisions with which the United States cannot agree, including the assertion that the prohibition of all nuclear tests is a matter of the highest priority and a call for negotiations on the complete cessation of such tests. [Resolution 45/50], on the amendment of the Limited Test Ban Treaty, also contains a number of provisions with which we cannot agree. It improperly seeks to intrude into matters that are within the competence solely of that conference. The United States regards the Limited Test Ban Treaty as a highly valuable arms control instrument whose integrity must not be placed at risk. For these and other reasons my delegation voted against [Resolution 45/50].

As a party to the Limited Test Ban Treaty, the United States does not support the amendment conference and will oppose the proposed amendment to convert the treaty into a comprehensive test ban. However, as a depositary of the treaty, the United States has abided faithfully by its obligations and, together with the other two depositaries, has arranged for the conference to be held in New York from January 7 to 18, 1991.

As to [Resolution 45/51], entitled "Urgent need for a comprehensive nuclear test ban treaty," most of its provisions reflect the basic premise embodied in its title. As indicated earlier, the United States does not accept that premise and views a comprehensive test ban as a long-term objective. The United States regrets that, therefore, it was compelled again to vote against this resolution.

While opposing negotiations on a CTB, the United States has been willing to join consensus to establish an *ad hoc* committee in the Conference on Disarmament with a non-negotiating mandate that would permit substantive examination of specific issues relating to a nuclear test ban, including structure, scope, verification and compliance. An *ad hoc* committee on this basis was established last July. The United States is pleased that this *ad hoc* committee was established, and fully participated in its work. We believe the mandate agreed last July is sufficient to allow for useful discussions. Barring unforeseen events, the United States would likely once again join in a consensus to reestablish the *ad hoc* committee in 1991.

FISSIONABLE MATERIAL FOR WEAPONS PURPOSES

Resolution 45/58 L on the "Prohibition of the production of fissionable material for weapons purposes," was essentially identical to the preceding year. The United States did not support such a cutoff, but believed instead the only proven approach to reducing nuclear arms is to negotiate effectively verifiable reductions of nuclear arms themselves.

INHUMANE WEAPONS

A procedural resolution, on the "Convention on Prohibitions or Restrictions on the Use of Certain Conventional Weapons Which May Be Deemed to be Excessively Injurious or to Have Indiscriminate Effects" (Resolution 45/64), urged states not yet parties to become parties. It was adopted by consensus.

WEAPONS OF MASS DESTRUCTION

Resolution 45/66 on the "Prohibition of the development and manufacture of new types of weapons of mass destruction and new systems of such weapons" reaffirmed that "measures should be undertaken to prevent the emergence of new types of weapons of mass destruction." It asked the Conference on Disarmament to keep the question of prohibition of development and manufacture of new types of weapons of mass destruction under review. The United States was able to support the resolution this year, adopted without a vote, but made a statement asking

> . . . the record to reflect that the United States has not identified any new types of such weapons, and we do not believe anyone else has either. Moreover, we do not believe this resolution has the intent of restricting defense research programs. Finally, if any weapon of mass destruction is found in the future, its control, limitation or elimination could then be addressed with full account taken of the requirement for effective verification.

NEGATIVE SECURITY ASSURANCES

Non-nuclear-weapon states have long sought guarantees from nuclear-weapon states that, in exchange for renunciation of nuclear arms, nuclear-weapon states would not use or threaten to use nuclear weapons against them. These guarantees have been referred to as "negative security assurances." At the first special session on disarmament in 1978, each of the five nuclear-weapon states, in an effort to meet concerns of non-nuclear-

weapon states, issued a unilateral statement offering a negative security assurance. The U.S. statement still expressed the policy of the United States on this matter in 1990:

> The United States will not use nuclear weapons against any non-nuclear-weapon state party to the Non-Proliferation Treaty or any comparable internationally binding commitment not to acquire nuclear explosive devices, except in the case of an attack on the United States, its territories or armed forces, or its allies, by such a state allied to a nuclear weapon state or associated with a nuclear-weapon state in carrying out or sustaining the attack.

Since 1980, an *Ad Hoc* Committee within the Conference on Disarmament has addressed the question of negative security assurances. Among points at issue are the desires of some non-nuclear-weapon states that the five declared nuclear-weapon states should agree to a common text and that the text have the status of international law. The *Ad Hoc* Committee has not been able to come to agreement on these and a number of other points. The United States has indicated its willingness to discuss the possibility of developing a common form of negative security assurance which would both safeguard the security requirements of each of the nuclear-weapon states and their respective allies, and meet the desires of all non-nuclear-weapon states.

As in previous years, two draft resolutions on negative security assurances were introduced. However, in 1990 a merged text incorporating points from each, "Conclusion of effective international arrangements to assure non-nuclear-weapon states against the use or threat of use of nuclear weapons," was developed and adopted as resolution 45/54. After agreement on the merged text, the other two draft resolutions were withdrawn.

Resolution 45/54 appealed to nuclear-weapon states to demonstrate political will and flexibility necessary to reach agreement on a common approach to negative security assurances. The United States believed the feasibility of reaching effective international arrangements depended upon the strategic interests and the inherent practicality of the matter in question, as well as on the political will of states. The United States abstained on this resolution, adopted by a vote of 145 to 0, with 3 abstentions in the plenary.

NUCLEAR-WEAPON-FREE ZONES

The concept of nuclear-weapon-free zones (NWFZs) dates back to the 1950s. The United States supports the NWFZ concept as a non-proliferation measure when such a zone would effectively promote regional stability and global security, but opposes zones which would erode nuclear deterrence or existing security arrangements.

Protocol I of the Treaty of Tlatelolco. This is the most significant NWFZ agreement to date. It entered into force in 1968, and coupled with its two protocols provides for a nuclear-weapon-free zone in Latin America. Protocol I

is open to adherence by non-Latin American states which administer territory within the over 7.5 million square mile area of the Treaty, and provides that these states will not store or deploy nuclear weapons within those territories. The United States has ratified the Treaty and Protocol I.

Resolution 45/48 called on France to ratify Protocol I of the Treaty of Tlatelolco, which it signed in 1979. The United States believed the resolution was seriously one-sided: it singled out France, but did not mention that important regional states have not taken steps to bring the Treaty fully into force for the region. The resolution was adopted by a vote of 141 (U.S.) to 0, with 3 abstentions. The United States made an explanation of vote:

> . . . Our delegation's vote on this resolution is favorable only because of the U.S. unwavering support for the Treaty of Tlatelolco. The resolution itself is seriously unbalanced and it contains glaring shortcomings. We deeply regret that this resolution focuses only on Protocol I and not on the issue of universal adherence by all eligible states. The resolution is, consequently, patently one-sided. It singles out one state for criticism rather than calling, as it should, on other eligible states in the region to become parties. Only when the Treaty of Tlatelolco, together with its protocols, enters into force for all eligible states can it make its full contribution to regional and international security.

African Nuclear-Weapon-Free Zone. Since 1961 resolutions have been introduced in the First Committee endorsing the Organization of African Unity (OAU) call for the designation of Africa as a nuclear-weapon-free zone and condemning South Africa for allegedly impeding this objective. During the 45th General Assembly session, the traditional two African resolutions on an African Nuclear-Weapon-Free Zone were introduced.

Resolution 45/56 A, "Implementation of the Declaration," referred to the 1964 OAU Declaration in which African states declared their intention not to manufacture or acquire control of atomic weapons, and expressed "grave alarm at South Africa's possession and continued development of a nuclear-weapon capability." It demanded other states not cooperate with South Africa in relevant areas. The resolution was adopted 145 to 0, with 4 (U.S.) abstentions.

Resolution 45/56 B, "Nuclear capability of South Africa," covered much the same ground, condemning "massive buildup of South Africa's military machine, in particular its frenzied acquisition of nuclear-weapon capability for repressive and aggressive purposes and as an instrument of blackmail." It was adopted 118 to 4 (U.S.) with 27 abstentions.

In the opinion of the United States, the resolutions did not reflect the changes under way in South Africa or consensus reached elsewhere in the United Nations on South Africa. The U.S. explanation of vote noted

> . . . with satisfaction the consensus reached in the Disarmament Commission this past spring on the text regarding the nuclear capabilities of South Africa. This same spirit prevailed in the declaration of the 16th special session on apartheid in December 1989 and its review session this last September. The United States is accordingly disappointed with the tone of resolution(s) on the implementation of the declaration of the denuclearization of

> Africa. . . . We believe that when the international community speaks with one voice it better emphasizes its abhorrence for apartheid and gives impetus to the ongoing negotiations towards a non-racial democracy.

Middle East Nuclear-Weapon-Free Zone. In the 43rd General Assembly, a resolution was adopted asking the Secretary General to undertake a study on practical measures capable of creating necessary conditions to establish a nuclear-weapon-free zone in the Middle East. In 1990 resolution 45/52 on "Establishment of a nuclear-weapon-free zone in the region of the Middle East" was also adopted. It welcomed the completion of the study, and also contained provisions urging states to take steps toward establishment of the zone. This resolution was adopted without a vote .

South Asia Nuclear-Weapon-Free Zone. This traditional resolution, "Establishment of a nuclear-weapon-free zone in South Asia" (Resolution 45/53), dates back to 1974. The 1990 text was similar to those of previous years, and was adopted in plenary by 114 (U.S.) to 3, with 28 abstentions. The United States offered a brief explanation of vote regarding nuclear-free zones and this resolution:

> First, we trust that all states in the region will take particular note of operative paragraph 2, which urges them to refrain from actions contrary to the objectives of this resolution. Second, our delegation also wishes to note that the reference in preambular paragraph three to the establishment of nuclear-weapon-free zones in other regions of the world does not constitute a blanket endorsement by the United States of such zones on a universal basis. For us, there are specific criteria which any proposed NWFZ must meet in order to be endorsed by the United States.

INDIAN OCEAN ZONE OF PEACE

UN General Assembly resolution 2832 (1971) contained a Declaration of the Indian Ocean as a "zone of peace" (IOZP) and called for great powers to remove naval forces and facilities from the Indian Ocean. Subsequent annual resolutions endorsed the 1971 declaration and established an *Ad Hoc* Committee on the Indian Ocean to consider its implementation. Due to failure of the *Ad Hoc* Committee to make any progress toward finding a basis for the establishment of the zone satisfactory to both regional states and nonregional maritime users of the Indian Ocean, most Western participants, including the United States, withdrew from the *Ad Hoc* Committee. In 1990 a resolution on the "Implementation of the Declaration of the Indian Ocean as a Zone of Peace," adopted as resolution 45/77, regretted the withdrawal of some members of the *Ad Hoc* Committee. It was adopted by 128 to 4 (U.S.), with 17 abstentions.

SOUTH ATLANTIC ZONE OF PEACE

Resolution 45/36 was somewhat improved over versions adopted in previous years, but not enough to change the U.S. vote opposing it, for reasons stated in an explanation of vote:

In the first instance, the United States does not support attempts to institute an internationally recognized zone of peace by General Assembly resolution. We believe that such zones of peace can only be established through multilateral negotiations among the relevant parties.

Our second concern refers to freedom of navigation. While the United States appreciates the positive references the sponsors have made to address our concerns on this matter, we note that they are only in the preambular portion of the resolution. However, given the territorial claims of some states in the region, we believe that this resolution insufficiently protects the right of innocent passage through territorial waters as established by customary international law and the law of the sea negotiations.

Finally, by way of general comment, we believe that the work of the United Nations would be enhanced by the introduction of resolutions which focus more closely on the issues at hand. A number of operational paragraphs in the text before us deal with environmental, social and developmental concerns. As they are presented, we believe they have tenuous relations to the concept of a zone of peace.

This resolution was adopted by the plenary, without having been referred to the First Committee, by a vote of 150 to 1 (U.S.), with 1 abstention.

ISRAELI NUCLEAR ARMAMENT

Resolution 45/63, "Israeli nuclear armament," was similar to the 1989 version in singling out Israel for refusal to renounce possession of nuclear weapons or place nuclear facilities under IAEA safeguards. The resolution accused Israel of collaborating with South Africa to develop nuclear weapons and delivery systems, and condemned Israel's refusal to renounce any possession of nuclear weapons. Despite attempts by its sponsors to tone down objectionable language, the resolution lost support compared to the year before. It was adopted in plenary by a vote of 98 to 2 (U.S.), with 50 abstentions.

VERIFICATION AND COMPLIANCE

The United States has long maintained that arms control agreements are meaningless if signatories do not live up to obligations undertaken. The United States has placed special emphasis, therefore, on effective and appropriate verification and compliance provisions in arms control agreements under negotiation, and on ensuring agreements in force are being complied with fully. The United States has sought to gain broad international acceptance of the importance of these concepts of verification and compliance in UN disarmament forums. On the other hand, the United States believed verification can best be arranged by parties to specific disarmament agreements and doubted the usefulness of establishing a general UN mechanism to observe compliance with agreements. We have regularly stated any UN role in verifying compliance with a specific disarmament agreement must be developed and agreed upon by parties negotiating the agreement.

A 1988 resolution requested the Secretary General, with assistance of a group of qualified government experts, undertake a study of the UN role in

verification. The study was completed in July and adopted by the unanimous consent of its participants, including the United States.

An essentially procedural resolution in 1990 titled "Study on the role of the United Nations in the field of verification" was adopted as resolution 45/65. It noted the importance of verification and compliance with arms limitation and disarmament agreements, noted the form and modalities of verification depend upon the purpose, scope and nature of the agreement concerned, and welcomed the study. The resolution was adopted without a vote.

INTERNATIONAL ARMS TRANSFERS

The First Committee also adopted by consensus decision A/C.1/45/L.3 noting the ongoing study by a group of government experts on international arms transfers, and placed the matter on the agenda of the 46th session.

Part 3

Economic Affairs

INTRODUCTION

Chapter III of the UN Charter established the General Assembly and the Economic and Social Council (ECOSOC) as the principal organs of the United Nations responsible for the issues covered in this part of the report. ECOSOC consists of its plenary body; five regional economic commissions; several functional commissions; and a varying number of subcommissions, working groups and expert groups. Its limited membership (54 countries), however, has led developing countries to focus their efforts on the General Assembly and its subsidiary bodies for substantive discussion and action on international economic development issues. The General Assembly has created entities for such issues. The most important of these is the UN Conference on Trade and Development (UNCTAD). Major fora for North/South economic dialogue in 1990 were the UN Special Session Devoted to International Economic Cooperation, meetings to prepare the International Development Strategy (IDS) for the 1990s and the Second UN Conference on Least Developed Countries.

During its regular sessions, the General Assembly is organized into seven committees. The Second Committee is responsible primarily for economic affairs, and the Third Committee for cultural, humanitarian and social affairs. The Second and Third Committees receive some of their issues from the General Assembly plenary, but most are passed to them by ECOSOC. All elements of the UN system primarily concerned with the issues in this section usually report to the General Assembly through ECOSOC. The latter is authorized only to comment on reports from other bodies before conveying them to the General Assembly.

Summary/Highlights

Major issues before the Second Committee in 1990 were the 1992 Conference on Environment and Development, the international debt crisis and development, entrepreneurship, commodity problems in developing

countries, and consequences of the Chernobyl nuclear power plant accident. Other important issues included completion of the International Development Strategy for the 1990s, the impact of driftnet fishing on marine life, operational activities for development, and economic stabilization programs in developing countries.

The Second Committee adopted the U.S.-drafted entrepreneurship resolution by a vote of 121 (U.S.) to 1 (Cuba), with 0 abstentions, after developing country anxieties that the resolution prescribed free enterprise to the exclusion of all other economic mechanisms were allayed. The resolution embodied the aspirations of many countries in Eastern Europe whose economies are in transition, and promoted principles of free enterprise and the primacy of the individual in the economic, social and political order.

In a follow-up to last year's driftnet fishing resolution, the United States negotiated a consensus resolution noting the Secretary General's report, which called for continued implementation of internationally endorsed measures to control and mitigate large-scale, high seas driftnet fishing.

For the first time in 3 years, the United States was able to join consensus in adopting a resolution initiated by the Group of 77 (G–77) on the international debt crisis and development. It addressed a major U.S. concern by giving more emphasis than previous resolutions to the need for structural reform and other economic policies conducive to growth in developing countries.

On operational activities for development, the interrelationship among the various UN development agencies was examined. A G–77 draft resolution, calling for an increase in donor resources to fund development activities and giving prominence to the concept of immediate national execution of UN-funded development activities, failed to gain consensus during lengthy informal discussions. The United States and other donor countries sought to balance the resolution by reducing excessive calls for more resources, and by seeking more measured progress to national execution depending on a country's capacity to assume control of UN-funded development projects. Informal discussions came close to achieving consensus, but an impasse remained over resource availability. As a result, the draft resolution was deferred to the second regular session of ECOSOC in 1991 for further consideration.

The United States joined consensus on a number of resolutions calling on the world community to provide increased assistance to developing countries in difficult economic circumstances and those hard hit by natural disasters. Among these were Somalia, Angola, Liberia and Haiti. The United States, however, cast a negative vote on the resolution on assistance to the Palestinian people. The resolution contained an unbalanced condemnation of Israel and language that implied Palestinian statehood.

The Third Committee considered questions on human rights, racism, refugees, narcotics, the status of women, social development and crime. It adopted resolutions on the human rights situations in occupied Kuwait, El Salvador, Iran and Afghanistan. The U.S. initiative on formalizing UN mechanisms to provide electoral assistance on request from member states, a step proposed by President Bush during his October 1 address to the General Assembly, was adopted by the Third Committee, as was a U.S. resolution on the right to own property. The United States disassociated itself from a consensus resolution on the right to development, on the grounds that development was not a "right" but a societal goal on a different plane than basic human rights and fundamental freedoms. After recommendation by the Third Committee, the General Assembly adopted six resolutions on refugees in Africa, but the United States declined to participate in their adoption since it would have been more appropriate and effective to adopt one comprehensive resolution that dealt with the problems in all six countries. The Third Committee also approved the holding of a world conference on human rights in 1993.

ECONOMIC AND DEVELOPMENT ACTIVITIES

The Critical Economic Situation in Africa

In May 1986, the General Assembly, at the request of the African Group, convened the 13th special session of the General Assembly on "The Critical Economic Situation in Africa" in New York City. The special session issued a declaration in which Africans affirmed their commitment to economic reform and the international community gave a political commitment to support African efforts. The declaration's language on major financial and assistance issues closely paralleled U.S. policy. The special session also adopted by consensus resolution S–13/2, which contained the UN Program of Action for Economic Recovery and Development 1986–1990 for Africa.

On October 6, 1989, the UNCTAD Trade and Development Board adopted a balanced resolution on the Program of Action emphasizing mutual commitment and cooperation between the African countries and the international community in Program of Action implementation and appealing for more assistance from the international donor community. Speaking on behalf of the Western countries, the U.S Delegate said all countries could not help but be impressed with African desires to achieve sustainable development and the need to help African countries help themselves to attain this goal. He noted that Africa's economic problems were serious but solvable through a mixture of economic reforms relying on realistic, well-defined, and long-term structural adjustment programs, increased concessional financing and grant assistance, and national and international policies which stimulate trade and increase foreign investment.

On December 19 the General Assembly adopted by consensus, resolution 45/178, calling for establishment of an *ad hoc* Committee of the Whole to

prepare the final review and appraisal of implementation of the UN Program of Action for African Economic Recovery. This Committee, which is to meet September 1991, will propose concrete measures and recommendations for sustained and sustainable growth and development in Africa beyond 1991. The resolution requests relevant UN organs to cooperate and closely coordinate with the Program and asks the Secretary General to submit a report on the status of its implementation to the 46th General Assembly.

In joining the consensus, the United States supported consideration of special measures to help the poorest countries, but stipulated that such a program should recognize countries' responsibility for their own development, that economic and political reforms are mutually reinforcing, and that domestic resources be mobilized alongside international resources.

International Assistance for the Economic Rehabilitation of Angola

The General Assembly agreed October 26 to a request by Cape Verde, on behalf of G–77 countries, to include an item on its agenda on international assistance for Angola's economic rehabilitation. A Cape Verdian draft resolution stated Angola was entitled to redress for damage suffered from both drought conditions and South African destabilization policies, and called on the international community to render financial, material and technical assistance for its rehabilitation.

Resolution 45/233 on this issue was adopted without a vote by the General Assembly on December 21. The United States was able to join consensus after references to reparations for past acts of destabilization by South Africa were excluded from the resolution and after positive moves by the Government of Angola to effect national reconciliation.

International Development Strategy for the 1990s

Negotiations on the IDS resulted in referral for adoption by the 45th General Assembly of an agreed text detailing the goals and objectives of economic development; policies and measures to implement them; special situations, including those of least developed countries; and a review and appraisal process. Although the document adopted by the General Assembly was not perfect from the U.S. perspective, it was a reasonable compromise which reflected a gradual convergence of views among developed and developing countries on the need for sound macro-economic policies, enhanced competition and greater flexibility, innovation and openness. The IDS contains useful observations on the importance of sound national economic policies and national responsibility, the role of the market, human rights, and political and economic pluralism.

At the 45th General Assembly on December 21, a U.S. spokesman said the United States joined the consensus in adopting the IDS as an expression of the U.S. desire for global harmony and support for the aspirations of the developing countries. However, the United States was concerned about elements in the text, and went on to make the following points:

— Debt is only one aspect of the economic and financial problems faced by many developing countries. External debt problems of developing countries require a growth-oriented approach which addresses overall economic and financial problems. The approach must be pursued on a case-by-case basis, taking into account the particular circumstances of each country. The most important step in addressing debt problems is the adoption of appropriate domestic economic policies.

— Debt issues are appropriately handled in the International Monetary Fund, the World Bank and the Paris Club. It is important not to impinge on the independence or the mandates of international financial institutions and other multilateral forums. Accordingly, the United States cannot support calls in the IDS for specific action by the Paris Club or creditor governments, or for debt relief by international financial institutions.

— In keeping with the above position, the United States would not envisage an active role for the Secretary General on debt issues.

— With regard to the paragraph on the environment, the IDS lacks balance in tenor and language. All countries share responsibility for protection and management of the global environment. Language in the IDS places blame for all pollution at the feet of developed countries, diverting attention from actions—in many cases, cost-saving actions—that all countries, developing and developed alike, must take to control pollution and protect the environment.

— Global stewardship in protecting the environment requires commitment; such commitments require financial and technical assistance. However, the United States does not agree that financial resources additional to overall development assistance levels will have to be provided. Funds currently going to projects which do not contribute to sustainable development could be reprogrammed and made available to environmentally sound activities.

— Finally, the IDS is unbalanced regarding the responsibilities of the developing countries for their own development. This tendency in the text conveys a tone characteristic of previous, failed strategies. Also characteristic of previous, failed strategies is the setting of targeted, numerical goals for economic growth, agricultural production, aid transfers and industrialization. In joining consensus on the IDS, the United States does not commit itself to these arbitrary goals, nor does it support increases in international organization budgets beyond zero real growth.

International Debt Problems of Developing Countries

The United States was able to join in consensus on a General Assembly resolution on the international debt crisis and development on December 21 for the first time in 3 years. (Resolution 45/214.) Achieving consensus on this resolution reflected the evolving nature of international debt strategy. On the one hand, debtor countries are more willing to recognize their responsibility to implement market-oriented economic reforms and to adopt sound fiscal and monetary policies. On the other, creditor countries have been more willing to consider reductions in the stock of debt and debt servicing costs. The resolution addressed a major U.S. concern by giving more emphasis than in previous resolutions to the need for structural reform and economic policies conducive to growth in developing countries.

Prior to adoption of the resolution, the U.S. Representative delivered a statement which stressed that addressing debt problems is only one aspect of the economic dilemma faced by many developing countries: developing countries must undertake market-oriented and other economic reforms if they wish to resume economic growth. The delegation underscored that the United States could not support initiatives aimed at forgiveness of debt owed to international financial institutions. The representative also drew attention to U.S. efforts to spur economic growth in Latin America through the "Enterprise for the Americas Initiative."

Special Session Devoted to International Economic Cooperation and Development

The 18th special session of the UN General Assembly, devoted to International Economic Cooperation and Development, was held from April 23 to May 1. It concluded with adoption of a final declaration, by consensus, which represented a significant step forward in international understanding about how to revitalize growth and development in developing countries. The document contained a strong reference to the need for developing countries to adopt efficient economic policies aimed at sustained noninflationary growth and encouragement of investment.

In some respects the 18th special session represented a turning point at the United Nations on international economic issues. While many developing country statements stressed economic problems, the sociological impact of structural adjustment and the need for greater debt relief, a number of developing countries also emphasized the importance of an open competitive economy, a democratic system and the private sector in the development process. There were virtually no references in most of these statements to the statist approach embodied in the New International Economic Order, although developing countries continued to press for preferential treatment for their exports and transfers of technology. A number of East European countries focused on the need for transforming from centrally-planned to market-oriented economies.

At the time of adoption, the U.S. Delegation made a statement clarifying its position on a number of issues addressed in the declaration. It drew attention to the highly effective international debt strategy and stressed the importance of not impinging on the independence of the Bretton Woods institutions in making recommendations on debt matters. The statement also emphasized that various recommendations on environmental matters did not imply a greater financial commitment by individual governments but rather suggested a general need for new and additional financial resources to solve environmental problems.

Economic Commission for Europe

The Economic Commission for Europe (ECE), established in 1947, is one of five regional economic commissions which report to ECOSOC. It has 34 members—the 32 European members plus Canada and the United States. Other UN member countries take part, in a consultative capacity, when matters of particular concern to them are considered. Composed largely of developed nations, the ECE focuses on problems confronting modern industrialized societies.

The ECE carries out its activities principally through 10 principal subsidiary bodies and 4 working parties. Areas of particular interest to the United States are the Commission's work in the five priority areas of trade facilitation, the environment, statistics, economic analysis and transport.

The final act of the Conference on Security and Cooperation in Europe (CSCE) specifically accorded the ECE a number of responsibilities for multilateral activity in economics, transportation, science, technology and the environment. The concluding document of the follow-up meeting of representatives of participating states of the CSCE in 1983 reaffirmed the ECE's role as a forum for implementing CSCE "Basket II" provisions relating to energy, trade, air pollution and transport. The ECE's role was affirmed at the CSCE Bonn Conference on Economic Cooperation in April 1990.

The Commission held its 45th session on April 18–27 in Geneva. Developments in Eastern Europe and the Soviet Union made it possible to pursue significant reform of the Commission's activities through creation of a special working group. The Commission was also charged with redefining the work of the principal subsidiary bodies, with a view to strengthening, merging or eliminating them. Subsequently, the previous 15 principal subsidiary bodies (PSBs) and 2 subsidiary bodies (SBs) reporting directly to the Commission were reorganized into 10 PSBs (the five priority sections plus committees on housing, agriculture, timber, energy and the Senior Advisors on Science and Technology) and 4 SBs (chemicals, steel, engineering and automation, and standardization). Former committees on coal, gas and electric power were converted into working parties and subordinated to the committee on energy. Bodies subordinate to working parties are to be

phased out over the next 2 years, with sharp limits imposed on length and frequency of meetings. Other procedures were adopted to reduce paperwork and shorten meetings. The United States strongly supported this reform package, which is based on zero real budgetary growth and provides rules for redeployment of resources from nonpriority to priority sectors.

Resolutions adopted at the 45th session approved the work program for 1990–1991, charged the Commission with seeking solutions to critical environmental and water problems, urged the promotion of the UN Rules for Electronic Data Interchange for Administration, Commerce and Transport (UN/EDIFACT), and requested governments to promote standardization. Other resolutions called upon the Commission's subsidiary bodies to promote sustainable development, cooperate on earthquake prediction, elaborate a text on international transport and identify areas for economic cooperation in the Mediterranean.

Economic and Social Commission for Asia and the Pacific

The Economic and Social Commission for Asia and the Pacific (ESCAP) was established in 1947. The United States was one of the original 10 members. At present, there are 38 members and 10 associate members including five members (France, Netherlands, U.S.S.R., United Kingdom and the United States) from outside the region. ESCAP's primary role is to serve member countries by identifying problems of social and economic development, providing a forum for debate on development issues, providing technical assistance and advisory services, and helping members attract outside assistance. ESCAP does not itself provide capital resources, but helps establish institutions to attract funds for regional and subregional projects which, in turn, supply development assistance.

ESCAP is funded primarily by the UN regular budget. It also receives funding from other UN agencies, most notably UNDP, to which the United States is a major contributor. The United States from time to time participates in individual ESCAP programs of special interest by providing extra-budgetary contributions.

Annual Commission sessions provide the main guidance on ESCAP's program and activities to the Secretariat. The 46th Commission session was held in Bangkok June 4–13. At that meeting, the Commission adopted seven resolutions and one "chairman's summary statement" covering the following issues: population activities; urbanization strategies; ESCAP priorities and operation; Second UN Conference on the Least Developed Countries; education for all; integration of women in all aspects of development; foreign investment in least developed countries; technical and economic cooperation among least-developed, land-locked and island developing countries; and a chairman's summary on economic restructuring. All resolutions were adopted by consensus.

Regarding ESCAP priorities and operations, the Commission decided that the 1992–1997 medium-term plan should give priority to nine subprograms: agriculture and rural development; environment; human resources development; industrial and technological development; international trade and development finance; population; social development; special programs for the least developed, land-locked and island developing countries; and transport and communications.

Discussion at the 46th session centered on the need for more intensive regional economic cooperation. Delegations from the region expressed the view that given Europe's preoccupation with the EC single market as well as assisting Eastern Europe, and the perceived declining ability of the United States to serve as a source of assistance, ESCAP countries should attempt to derive the maximum possible benefit from regional economic cooperation, leaning on more prosperous economies of the region.

During the discussion, the Secretariat proposed that an "ESCAP Council for Regional Economic Cooperation" be set up within the Commission's evolving organizational structure to supervise the activities of three task forces on trade and investment and technology transfer. Joined by Australia, Japan and Malaysia, the U.S. Delegate expressed concern over the possible budgetary cost of such a proposal as well as its potential for duplicating activities of existing organizations, such as the Asia-Pacific Economic Cooperation (APECO). It was agreed that the Secretariat would prepare a "chairman's summary" of the informal discussions on this topic. In the summary, member states called on the Secretariat to provide further details on the proposal and referred the matter to the "Group of Eminent Persons" (next paragraph) looking into overall restructuring of the Commission.

On the issue of restructuring its subsidiary bodies, the Commission endorsed the present structure of the annual commission session but agreed that seven "legislative committees," each meeting once every 2 years, and various *ad hoc* conferences and intergovernmental meetings, had not been fully satisfactory. At the suggestion of the Executive Secretary, member states agreed to appoint a "Group of Eminent Persons," funded by extrabudgetary contributions, to review the conference structure and recommend modifications better suited to changing circumstances. The Group met in August and December 1990, and will report its conclusions to the Executive Secretary for consideration at the 1991 annual session.

Economic Commission for Latin America and the Caribbean

The Economic Commission for Latin America and the Caribbean (ECLAC) held its 23rd plenary conference May 3–11. Statements at this meeting revealed a remarkable degree of consensus among member countries on the need for market-based domestic economic reforms. Delegates also stressed the

need for a supportive external environment. Puerto Rico was admitted to ECLAC as an associate member.

The United States joined in consensus on a resolution on changing production patterns, social equity and the international development strategy. This resolution, *inter alia*, established priority concerns for countries in the Latin American and Caribbean region, including reactivating growth and sustained development, widespread implementation of the existing international debt strategy, protecting the environment, and combating drug trafficking through programs of alternative development and interdiction. The U.S. Delegation stated the resolution was an important statement of the determination of countries in the Latin American and Caribbean regions to move forward with difficult but necessary economic reforms. It also drew attention to efforts of the international financial community to address the debt problems of developing countries and the importance of preserving the independence and mandate of the Bretton Woods institutions.

Economic Commission for Africa

The Economic Commission for Africa (ECA) was established in 1958 as a regional organization to promote economic development in Africa. Full membership is limited to independent African countries of which 51 are currently members. The United States is not a member, but maintains liaison with ECA headquarters in Addis Ababa, and attends some meetings as an observer.

The 25th session of the Commission and 16th meeting of the Conference of Ministers met in Tripoli, Libya, May 15–19. The Conference adopted 27 resolutions, *inter alia*, on cooperation in African fisheries, women in development, proposed establishment of the African Economic Community and the African Charter for Popular Participation in Development and Transformation. During Commission discussion, several delegates cited the need to implement the African Alternative Framework to Structural Adjustment Programs (AAF-SAP), formulated at the 24th Commission session in Addis Ababa, which reflects the concern of African countries that World Bank/IMF-sponsored structural adjustment programs in Africa have failed.

The United States was not represented at the Tripoli meeting. However, in a speech on November 21 to the UN General Assembly on the "Critical Situation in Africa," the U.S. Permanent Representative to the Economic and Social Council noted that the AAF-SAP was founded on certain questionable assumptions: that free market solutions to economic problems are not as applicable to Africa as to other parts of the world, and that international financial institutions do not give adequate consideration to the human consequences of structural adjustment programs. He pointed out that while economic reform often requires short-term rises in relative food prices and

unemployment, both the IMF and the World Bank through its Social Dimensions of Adjustment Program give special consideration to the human impact of structural adjustment and direct aid efforts accordingly.

Economic and Social Commission for Western Asia

The Economic and Social Commission for Western Asia (ESCWA) was established in 1974. There are 14 members, including the PLO. Although a UN member of the region, Israel has been effectively excluded from membership because of the wording of the 1973 ECOSOC resolution establishing the Commission. The United States objected at the time, considering that the language was contrary to the terms of the UN Charter.

The last (15th) session of ESCWA was held May 13–18, 1989, in Baghdad. The United States, a nonmember, did not participate in the proceedings. There were no meetings of the Commission in 1990.

UN DEVELOPMENT PROGRAM

Mandate and Financing

The UN Development Program (UNDP) is a voluntary fund which finances the world's largest multilateral program of grant technical cooperation. Its Administrator, William H. Draper III, of the United States, assumed office in 1986 and was reappointed on January 1, 1990, for a second 4-year term. A subsidiary organ of the UN General Assembly, UNDP receives the greater part of its resources as voluntary contributions from governments. The United States contributed $107.8 million, or 10.2 percent of total government contributions in 1990.

UNDP was established in 1966 through the merger of two earlier UN programs, the Special Fund and the Expanded Program of Technical Assistance. The General Assembly established UNDP as the principal UN mechanism for financing technical cooperation activities. UNDP provides grant technical assistance to developing countries and territories at their request, with increasing emphasis on assistance to the poorest countries and building national capacity to manage development activities.

Projects funded by UNDP are normally executed by one of the 29 participating agencies of the UN system, such as UNIDO, ILO, UNESCO, World Bank or ICAO. UNDP also directly undertakes an increasing number of projects through its own Office for Projects Services (OPS). In 1990, OPS executed UNDP-funded projects valued at approximately $130 million; it also executed approximately $160 million worth of projects funded by trust funds, and by development banks, bilateral donors and recipient governments through Management Service Agreements.

In an effort to bring greater focus to UNDP's activities and assure lasting impact, UNDP's Governing Council in 1990 decided to focus on building and strengthening national capacity in the following areas: poverty eradication and grass-roots participation in development, environmental problems and natural resource management, management development; technical cooperation among developing countries, transfer and adaptation of technology for development, and women in development.

ORGANIZATION AND OPERATION

UNDP's operating policies are established and its programs and budgets approved by a Governing Council composed of representatives of 48 states—21 developed and 27 developing. The Council reports to the General Assembly through ECOSOC, which elects states to the Council for 3-year terms. The United States is UNDP's largest contributor (although other major donors are approaching the level of U.S. contributions) and has been a member of the Council since its establishment.

In 1990 the UNDP Governing Council provided oversight for the UN Population Fund, Technical Cooperation Among Developing Countries, UN Volunteer Program, UN Fund for Science and Technology for Development, UN Revolving Fund for Natural Resources Exploitation, UN Sahelian Office, and the UN Development Fund for Women. The Council also provides policy guidance for the UN Department of Technical Cooperation for Development (DTCD) which, together with OPS, is the second largest executor of UNDP-financed projects.

UN General Assembly resolution 44/211 (1989) on UN system operational activities for development called for major reform in the way the UN system carries out development activities in the field, including strengthening the leadership role of the resident coordinator in the field and the multidisciplinary support provided by agency field staff, as well as integrated programming of UN system development assistance. Considerable work is being done by the Administrative Consultative Committee and the Joint Consultative Group on Policy (UNDP is a member of both) under the general leadership of the Director General on its implementation.

1990 GOVERNING COUNCIL SESSIONS

A special session of the Governing Council met on February 20–23 in New York to consider the resource situation of the Fourth Programming Cycle, preparations for the Fifth Programming Cycle, next steps on a new arrangement to reimburse UN specialized agencies for the implementation of UNDP-sponsored projects, and mid-term reviews of country and regional programs.

The Administrator's report on the Special Measures Fund for least developed countries was controversial at the special session, since some member states

sought a decision in favor of the least developed countries that could have prejudged Fifth Cycle resource allocation decisions to be taken in June. The Council in the end reached consensus on a decision which noted that the Fund had not accomplished its original mandate and requested the Administrator to redefine that mandate in the light of the outcome of the Second UN Conference on the Least Developed Countries to be held in September 1990. The Council requested the Administrator submit specific proposals aimed at mobilizing contributions and making a significant contribution to the Second UN Conference on the Least Developed Countries.

The Governing Council held its 37th session in Geneva on May 26–June 23. It took up three issues of long-range significance for UNDP: Fifth Cycle resource allocations, new arrangements for reimbursement of agencies for the implementation of UNDP projects and governance, as well as a number of other issues.

Fifth Cycle Resource Allocations

The decision allocating UNDP's resources for the Fifth Programming Cycle, the period 1992–1996, involved estimating total resources likely to be available and dividing them among centrally managed resources and regional and individual country programs. Donor countries wanted to keep a realistic figure for anticipated growth in resources for planning purposes, since they did not expect their contributions to increase much beyond the rate necessary to keep pace with inflation. The Council agreed to assume an 8 percent annual increase in voluntary contributions on a $1 billion base in 1991 as part of a total package including funding for countries and centrally controlled programs, and a separate decision establishing a Standing Committee for Program Matters (see below).

Agreed allocations increase substantially the share of UNDP's grant assistance going to the poorer countries, and 55 percent of Indicative Planning Figure (IPF) resources will go to countries designated least developed. Countries over $3,000 GNP will not receive country IPF allocations, although they will benefit from regional and centrally programmed resources.

This important decision also focused UNDP assistance on building and strengthening national capacity in poverty eradication and grass-roots participation in development, environmental problems and natural resource management, management development, technical cooperation among developing countries, transfer and adaptation of technology for development and women in development.

The share of Special Program Resources (centrally controlled resources as opposed to those managed by individual recipient countries) was increased from 3.9 percent ($189.5 million) in the Fourth Programming Cycle to 7 percent ($313 million) of all programmable resources in the Fifth Programming Cycle.

U.S. and other donor resolve as well as the determination of the least developed countries themselves were key factors in achieving this decision.

Standing Committee on Program Matters

Donor members of UNDP's Governing Council have had a long-standing concern about exercising the Council's oversight function effectively. Most donors, including the United States, were determined that establishment of a Standing Committee on Program Matters would be an explicit *quid pro quo* for agreement on Fifth Cycle resources. As a result, the Governing Council adopted a decision consolidating the functions of the Committee of the Whole and the working group, creating in its place a permanent Standing Committee on Program Matters. This is an important step toward increasing the oversight given UNDP operations. The Committee will look into program matters in depth and prepare the work of the Council, recommend decisions and help streamline the Council's work.

New Arrangements for Agency Support Costs

The Governing Council adopted a decision which restructured the financial arrangements under which UNDP reimburses major UN sectoral agencies for technical, operational and administrative support to UNDP-funded activities. The changes should result in improved program quality and greater analytical and technical contributions from these agencies to program planning and to project design and backstopping. The United States has been a leader in conceptualizing this restructuring, which most donors have seen as addressing fundamental problems affecting the quality of UN system operational activities for development in the field.

Under the new arrangements, technical support will no longer be linked to operational and administrative support for projects. The new arrangements distinguish between three categories of agency support to UNDP-assisted programs and projects: technical support at the program level, technical support at the project level and operational and administrative services. The first two categories are centrally funded but the third category is funded at the country level. This arrangement should make recipient governments more aware of the cost of project implementation than under the current system, and make agencies more accountable to UNDP for effective performance.

National Execution

A separate Governing Council decision on national execution of UNDP-funded projects also adopted at the 37th session provides for expanded UNDP assistance to recipient governments in building their capacity to manage their own development efforts.

The UNDP Administrator had proposed that all UNDP projects be executed by recipient governments by 1992. The United States took the lead in proposing changes to the Secretariat's draft decision on national execution of slowing what seemed a dangerously accelerated UNDP move toward national government execution of UNDP projects, without time to develop the necessary capacity or accountability. The Council decision, approved by consensus, did not impose any deadline or timetable for the implementation of national execution, but instead requested UNDP, in consultation with governments and agencies, to submit, by June 1991, proposals for assisting recipient governments to build up national program management and administrative capacities.

Other Matters

Other decisions taken at the Council's 37th session, all adopted by consensus, were:

— UNDP is required to continue to submit midterm reviews to the Council for consideration and to report on implementation of the recommendations coming out of midterm reviews. These reviews are the major opportunity for UNDP members to compare program implementation to program plans.

— A decision, proposed by the United States, continuing the emphasis on efforts which began in 1985 to improve program quality and asking UNDP to identify those activities it does best.

— The UNDP Administrator is requested to report in 1991 on the result of efforts to improve the division of labor between the Department of Technical Cooperation for Development (DTCD) and UNDP. The efforts should eliminate duplication in administrative support services, and result in more effective technical support by DTCD.

— UNDP is encouraged to collaborate with the Office of the UN High Commissioner for Refugees (UNHCR), and other relevant UN and nongovernmental organizations, in carrying out development assistance to refugees, returnees and displaced persons. No UN agency is specifically charged with handling displaced persons, and UNDP was trying to respond to this need. The Council's decision outlined UNDP's role and authorized UNDP to use for the remainder of the fourth programming cycle, as needed, up to $500,000 from the Special Program Resources allocation for disaster-relief activities. In addition, the decision invited ECOSOC to request the UN Secretary General to initiate a UN system-wide review which, *inter alia*, would assess the experience and capacity of various organizations in assisting all categories of refugees, displaced persons and returnees, and the whole spectrum of their needs, in supporting the efforts of the affected countries to address the problem. ECOSOC agreed to such a study.

— The Administrator's intention to commission an independent study of UNDP's senior management structure was welcomed. This decision responded to the concern of the United States and others as to whether the structure of UNDP's organization, and the ranks and relationships among its senior staff, are appropriate given the size and range of the organization's programs. Results of the study and the Administrator's response are to be presented to the Governing Council in June 1991.

HUMAN DEVELOPMENT REPORT

In 1990 UNDP released its first *Human Development Report* (HDR), on the human dimension of development. Its central message is that while growth in national production (GDP) is absolutely necessary to meet all essential human objectives, what is important is to study how this growth translates, fails to translate or can be made to translate into human development in various societies. The HDR included the "human development indicator," which assembles human and social data for each country in a comparable form. This indicator takes into account, among other things, levels of literacy and life expectancy as well as GNP per capita. UNDP also wanted the indicator to take into account the degree of freedom enjoyed by each country's population, but had difficulty finding a means of measuring freedom. The United States has encouraged UNDP to explore more fully possibilities for incorporating a measure of freedom in its indicator, and UNDP has indicated that its 1991 report will do so.

WORLD CONFERENCE ON EDUCATION FOR ALL

UNDP sponsored jointly with UNICEF, UNESCO and the World Bank a World Conference on Education for All in Thailand on March 5–9. The United States was a cosponsor of the Conference and provided $250,000 toward its financing. The Conference theme was: "Meeting the basic education and learning needs of all people." The United States was actively involved in drafting the World Declaration on Education for All issued by the Conference, and the Framework for Action agreed to by the Conference.

Former Governor of New Jersey Thomas Kean headed the U.S. Delegation. The United States sponsored several exhibits and chaired a number of conference roundtables, including program assessment and indicators for education policy, creating capacity for educational progress, and adult literacy in Canada and the United States.

UN FELLOWSHIP PROGRAM

The UN General Assembly established the UN Fellowship Program in 1948. Thirty specialized agencies administer the fellowships financed out of project funds in all fields related to economic and social development.

The program gives nationals from developing countries employed by their governments the opportunity to broaden their professional knowledge in areas of primary importance to the development of their countries. Candidates are nominated by their governments within the framework of specific projects, and the requests for training are channeled through local UNDP offices. All Fellows are required to return to their countries upon completion of their studies to resume the functions assigned to them by their governments.

Generally, study tours are designed as a training component of UN-funded technical cooperation projects. When training is provided in developing countries, it has been the practice of several host governments to cover the administrative cost associated with such training. The United States has adopted a similar practice to assure U.S. institutions are competitive as a source of training under UN-funded projects. A total of 117 Fellows received training in the United States in 1990, facilitated by USIA's Office of International Visitors. These Fellows were assigned to such federal agencies as the Census Bureau, the U.S. Geological Survey, the Federal Communications Commission, the FBI and the U.S. Bureau of Land Management.

In 1990 the Department of State provided $241,000 in voluntary contributions to participating federal agencies to offset part of the administrative cost of training Fellows in the United States. Agencies themselves bear costs not defrayed by the Department of State or charge them to the sponsoring UN agency.

U.S. participation in the UN Fellows Program complements U.S. bilateral and multilateral development interests. First, because the program contributes to the development of skilled manpower in developing countries, it enhances the capacity of recipient countries to manage development programs. Second, studying development issues in the United States exposes the future leaders and managers of developing countries to U.S. approaches to development issues, e.g., economic policy reform, market incentives and privatization. Moreover, familiarity with American institutions and viewpoints builds links between institutions in developing countries and U.S. sources of expertise, and it increases demand for U.S. products and services. For example, India, Taiwan and Turkey, countries who have had Fellows attached to the Federal Aviation Administration, subsequently purchased U.S. radar, communications and landing equipment.

UN CAPITAL DEVELOPMENT FUND

The UN Capital Development Fund (UNCDF), established by the UN General Assembly in 1966, is a trust fund which UNDP administers. It invests capital (between $500,000 and $5 million) in small-scale projects that provide early, direct and long-term benefits to low income groups in countries officially determined by the United Nations as least developed, as well as other countries widely acknowledged as most in need of grant capital assistance.

UNCDF is the only UN organization whose primary mandate includes a focus on the least developed countries.

The Fund's Managing Director is the UNDP Administrator. The UNDP budget includes UNCDF administrative costs, and the UNDP Governing Council provides policy guidance. The Governing Council considers UNCDF programs on a biennial basis, in odd numbered years. Thus, aside from decisions taken in relation to the Second UN Conference on the Least Developed Countries, the Governing Council made no decisions with respect to UNCDF in 1990.

UNCDF relies on UNDP field offices for project proposals and monitoring. In countries where UNCDF has a large program, it assigns a Junior Professional Officer (JPO), seconded from various donor countries, to monitor projects at the field level.

UNCDF is active in several sectors: agriculture and irrigation, infrastructure development, low-cost housing, water and sanitation, small-scale credit and industry development, health and education. In 1990, 58 percent of UNCDF's new projects were in productive activities (45.5 percent in agriculture and 12.5 percent in industry); 14.3 percent in infrastructure development (10.8 percent in transportation and 3.5 percent in energy); and 27.7 percent in basic needs (8 percent in water supply and 19.7 percent in housing).

UNCDF seeks to improve local production and expand indigenous employment skills, reducing, in turn, reliance on outside assistance while promoting private initiative. In 1990 UNCDF accomplishments included support to four projects in micro-enterprise development—two at the country level (Senegal and Tanzania), and two at the inter-regional level (Africa and Asia). In designing these projects, special attention was paid to delivery mechanisms using local nongovernmental organizations (NGOs). UNCDF also completed in 1990 a major review of its activities in the water supply and sanitation sector, one of its largest domains. The key lesson learned in the review was the need to integrate systematically a health education component into water and sanitation projects.

UNCDF actively participated in the Second UN Conference on the Least Developed Countries in September 1990. The effectiveness of UNCDF and its program activities was fully recognized by both donors and recipients participating in the Conference, including the United States. At the Conference, UNCDF was urged to provide substantial and adequate support to complement efforts of least developed countries in investment in, and maintenance of, infrastructure. To this effect, relevant national authorities were invited to further encourage the work of UNCDF and to increase its overall funding by 20 percent annually until the end of the decade. Although the United States accepted this language, the U.S. chief concern over the past

several years has been that UNCDF consolidate its achievements to assure the quality of its program is sustained through what has already been a period of exceptionally rapid program growth.

As a follow-up to the Conference, UNCDF has initiated actions to assist Japan in organizing a post-Conference session in May 1991 to translate the Program of Action for Least Developed Countries into country policies.

In 1990 UNCDF delivered $39.7 million in goods and services. While not the 1989 record level of $49.1 million due to the Gulf War and other political uncertainties, 1990 was still one of UNCDF's strongest funding years. The 1990 U.S. contribution was $1.5 million, representing 4 percent of UNCDF's total contributions. Following the Pledging Conference for 1991, UNCDF's pledges were estimated at $46.4 million, a 16 percent increase over 1990 contributions. The United States pledged nearly $2 million for 1991, an increase of approximately $500,000.

UN VOLUNTEERS

The UN Volunteers (UNV) program, established by the General Assembly in 1970, began operation in January 1971. The program provides volunteers with essential skills to developing countries to assist in development activities. Volunteers are recruited on a worldwide basis. UNV is the only multilateral volunteer-sending agency and provides, by and large, the only opportunity for volunteers from developing countries to serve abroad.

The General Assembly designated the Administrator of UNDP as the Administrator of UNV. Most Volunteers are assigned to UNDP field offices and work on projects funded by UNDP or the specialized UN agencies.

A total of 1900 Volunteers served in over 100 countries in 1990, with 63 percent of them working in the least developed countries. Approximately one-half the total program is in Africa. New programs for 1990 included Namibia and Central Europe. Of the 1900 Volunteers, 1700 are from developing countries, the largest number from Africa and Asia.

In 1990 Volunteers served in over 140 professional categories, primarily in agriculture, health and education projects. Approximately 85 percent of them served in projects funded directly by UNDP. Of these, about half served in projects executed by 29 specialized UN agencies, the largest being FAO. The other half served in projects executed by UNV or host governments, making an important contribution to increased national execution and building national capacity. The remaining 15 percent were funded from a Special Voluntary Fund.

UNV is increasingly fielding teams of specialists to help with relief, rehabilitation and reconstruction work in crisis areas. Volunteers help

governments and UN agencies to meet the need for logistics experts, nutritionists, water supply and sanitation specialists, emergency health care providers, and road and bridge engineers.

To improve the assignment and utilization of Volunteers, the UNV Secretariat prepared a Program Advisory Note (PAN), issued in May 1990, laying out principles for the appropriate use of UN Volunteers in development. Specifically, the PAN discussed the Volunteer role in human resources development, insights derived from the common Volunteer experience, emerging areas of focus for the Volunteer specialist, proposals for programming and managing Volunteers, and programming recommendations. The 37th UNDP Governing Council encouraged planners to use the PAN as a project design tool.

Greater effort is being made by UNV and volunteer sending agencies to increase the number of Volunteers who are from under-represented states (e.g., the industrialized countries, including the United States), or are women and older volunteers. UNV will also be placing new emphasis on activities in community-based programs with youth, environment management and population activities. Additionally, the 37th session of the UNDP Governing Council requested that the annual consultative process with UNV partners, in which the United States participates, continue around a substantive theme of common interest to volunteer sending agencies. The 1990 theme was the urban poor.

The U.S. Peace Corps and the UNV Executive Director have discussed possible bilateral agreements in areas of new country entry, and the Peace Corps encourages Volunteers to participate in its training programs. The Peace Corps also works closely with UNV to recruit Americans for UNV assignments. In 1990 the Peace Corps recruited 19 Volunteers and funded external support costs for 39 Volunteers who worked primarily in education and refugee assistance programs. Total 1990 U.S. contributions of $330,000 to UNV came from the Peace Corps budget. This included $205,000 for the American Volunteers' external support costs, $25,000 to fully fund one developing country Volunteer and $100,000 to the Special Voluntary Fund.

General Agreement on Tariffs and Trade

The General Agreement on Tariffs and Trade (GATT) is not part of the UN system, although it was created at a UN-sponsored conference and GATT cooperates with UN organizations, when appropriate. For example, GATT Contracting Parties and UNCTAD jointly operate an International Trade Center to assist developing countries in promoting exports.

The GATT entered into force in January 1948. The United States has been a party to GATT since its inception. By the beginning of 1991, 101 countries and customs territories, accounting for more than four-fifths of world trade, were

members. An additional 28 governments maintain *de facto* "application" of the GATT, and there are 25 observers, 8 of whom have applications for contracting party status.

GATT is the principal multilateral instrument through which the United States seeks to improve the world trading system. It is both a compact of rules (rights and obligations) and a forum in which negotiations and other trade discussions take place. GATT is also intended to play a major role in the settlement of trade disagreements between member countries.

FUNDAMENTALS OF GATT

Most-Favored-Nation: GATT members must extend to all other members the most favorable treatment granted to any trading partner. This nondiscriminatory treatment ensures that any tariff reduction or other trade concession is automatically extended to all GATT parties, multiplying its liberalizing effects. The GATT allows some exceptions, primarily for customs unions, free trade areas and other regional trade arrangements. Major examples include the European Community and the U.S.-Canada Free Trade Agreement. The GATT also sanctions unilateral trade preferences granted to LDCs through the Generalized System of Preferences (GSP).

National Treatment: GATT members also must give imported products treatment equal to that accorded domestic goods in domestic markets. Any restrictions applied to imported products must also apply to like domestic products.

Emphasis on Tariff Protection: The GATT generally prohibits quantitative restrictions or quotas. Contracting parties must, to the extent possible, provide any protection necessary to their industries solely by means of tariffs, which are transparent and subject to negotiations in the GATT.

Dispute Settlement: Parties may challenge trade actions of other parties which may be inconsistent with the GATT. GATT members decide by consensus whether to accept the resulting findings of a panel of trade experts. In recent years, a strong bias towards adoption has developed, and it is hoped that this will be codified in GATT practice after the Uruguay Round.

International trade has grown dramatically in volume (over 32-fold), importance and complexity since the inception of the GATT. This growth is due in part to the consensus embodied in the agreement that the world's economic welfare depends on freer trade, without the risk of escalating tariff wars. Seven rounds of multilateral negotiations under the GATT have succeeded in reducing average tariffs in the industrial countries from over 40 percent to less than 5 percent.

THE URUGUAY ROUND

The eighth multilateral round of trade negotiations under GATT auspices, launched in September 1986 at Punta del Este, Uruguay, continued through 1990. The Uruguay Round was the most comprehensive multilateral trade negotiation to date.

The Uruguay Round was the first multilateral trade negotiation to include services, intellectual property rights and investment as part of a single trade negotiation. It was established with a Trade Negotiations Committee to manage the overall negotiations and two groups to oversee actual negotiations: a Group on Negotiations on Goods to oversee the 14 individual groups that negotiate traditional GATT issues, including trade related to investment and intellectual property, and a Group on Negotiations on Services.

Since the Punta del Este Ministerial, the focus of Uruguay Round negotiations shifted to the GATT headquarters in Geneva. The United States has played a prominent role in the negotiations, participating fully in the activities of the 15 negotiating groups dealing with various issues. Progress was made in many important areas, but critical issues, especially reform in agriculture, remain to be agreed. Originally scheduled to be concluded in Brussels in December 1990, the Round was extended to provide more time to reach a successful conclusion.

The United States made it clear again in 1990 that, at a minimum, it wanted comprehensive reform of agricultural trade, expanded market access for goods and services, greater discipline over trade-distorting subsidies, meaningful discipline in the "new areas" (intellectual property, services and investment) and more complete integration of developing countries into the global trading system.

Like previous rounds, the Uruguay Round included a challenging set of negotiations on market access—tariffs and nontariff measures restricting trade. The United States offered to cut its tariffs by more than 40 percent, exceeding the 33 percent target set for the Round. It continued to pursue its proposal to slash tariffs to zero in nine important, heavily traded sectors: electronics, pharmaceuticals, wood products, steel, paper, nonferrous metals, construction materials, fish and beer. Efforts to improve market access include negotiations to reduce barriers to trade in tropical products, natural resource-based products and the integration of textiles into a strengthened system of GATT rules.

The United States also expected the final Uruguay Round package to include agreements in new areas of trade—services trade, trade-related investment measures and protection of trade-related intellectual property. The U.S. objective in services was to allow providers of services throughout the

world to set up shop in foreign markets and compete like local firms. In the area of investment, the United States proposed prohibiting some investment measures and establishing rules governing the use of others. U.S. goals on intellectual property included higher standards of protection, effective enforcement of those standards and an effective dispute settlement mechanism.

A top U.S. priority was agreement on new market-oriented rules to reduce, and ultimately eliminate, government measures which distort world trade in agriculture. The United States took the position that fundamental agricultural reform can be achieved only through negotiation of specific commitments to reduce barriers to market access, export subsidies and trade distorting internal supports, and through an agreement on sanitary and phytosanitary measures.

Finally, the United States sought agreement on improved GATT rules for tighter discipline on subsidies and trade restrictions for balance-of-payments reasons, stronger dispute settlement procedures, and greater commitment by developing countries to GATT rules. The United States strongly pressed its goal of achieving one set of trading rules for all GATT members, including the developing world, which accounts for over half a trillion dollars in trade.

UN Conference on Trade and Development

The UN Conference on Trade and Development (UNCTAD) is a major UN organ concerned with economic issues including trade, commodities, debt and development. UNCTAD provides a forum for its 168 members to discuss these issues, makes recommendations to the UN General Assembly, produces statistical reports on the economic relationship between developed and developing countries and provides technical assistance to developing countries in the areas of trade and development. Under UNCTAD's aegis, various agreements have been concluded or have been proposed in the areas of maritime shipping, transfer of technology and commodities.

UNCTAD was once associated with the New International Economic Order (NIEO), an ambitious but widely criticized approach advocated by developing countries to correct the economic gap between developing and developed countries by determining rules governing the movement of goods, services, technology and capital across international boundaries. Much of UNCTAD's bias toward the NIEO has dissipated over the years because UNCTAD members increasingly rely on market-oriented reforms to stimulate economic growth and because negotiations of general guidelines for regulating economic relationships between nations have proven difficult.

The Conference meets in plenary sessions about every 4 years, to set policy and to outline the direction of the work program. Between Conference sessions, the Trade and Development Board (TDB) meets semiannually to carry out the function of the Conference. The TDB reports to the Conference

and to the UN General Assembly through ECOSOC. The last session of the Conference, UNCTAD VII, met in Geneva July 9–31, 1987.

At UNCTAD VII, a Final Act was adopted consisting of an assessment of global economic trends and recommendations for policy approaches and specific measures aimed at revitalizing development, growth and international trade. The United States joined in consensus on the Final Act, partly because it included unprecedented emphasis on the role of the private sector in developing countries and because it stressed the responsibility of developing countries to undertake domestic market-oriented reforms for economic development.

The TDB's 1990 meetings were less controversial than in the past. At the spring meeting, the TDB adopted a decision on protectionism and structural adjustment which urged governments to halt protectionism in accordance with the UNCTAD VII mandate, ensure that regional trade agreements enhance trade and development of developing countries, encourage the transfer of technology to developing countries and achieve a balanced outcome in the Uruguay Round.

Given the conversion of Eastern European countries to market-oriented economic policies, the TDB agreed to give the UNCTAD Secretary General discretion in adjusting UNCTAD's work program in connection with trade relations among countries having different economic and social systems and all trade flows resulting therefrom. This perennial agenda item was subsequently dropped from the agenda of future UNCTAD meetings.

The 16th special session of the Trade and Development Board was held in March 1990. At this meeting, the Board agreed that the problem of shortfalls in commodity export earnings of developing countries arising from market instability, as well as the question of compensatory financing, should be kept under review by UNCTAD.

The fall TDB adopted a consensus resolution on debt which welcomed improvements in the debt strategy, but agreed that further action was necessary to deal with the problems of indebtedness, including the strengthening by debtor countries of their growth-oriented adjustment policies and faster implementation of the debt strategy.

Second UN Conference on the Least Developed Countries

Pursuant to a resolution of the 42nd UN General Assembly (1987), the Second UN Conference on the Least Developed Countries was held in Paris September 3–14. The Conference adopted a "Program of Action for the 1990s" to address the special problems of least developed countries, building upon the results of the "Substantial New Program of Action for the 1980s" produced by the first such UN conference in 1981.

The Program of Action adopted at the 1990 Paris Conference was finely balanced between often conflicting views of how the problems of the least developed countries should be addressed. It called attention to several priority areas where least developed countries and their development partners should concentrate efforts: formulation of macro-economic policies, which take account of market signals and are aimed at accelerating long-term growth and development; development of human resources by respecting human rights and social justice; reversal of the trend toward environmental degradation; integrated rural development aimed at increasing food production and enhancing rural income; and development of a diversified productive sector based on private initiative, an efficient public sector and increased access to international markets.

The U.S. Delegation joined consensus in adopting the new Program of Action. The United States was encouraged by the strong reaffirmation that least developed countries have primary responsibility for their own development. The United States was also pleased by strong language on human rights and popular participation in development. On the issue of aid volume, the United States was able to join consensus in support of the menu approach, calling for those developed countries subscribing to aid/GNP targets to increase their efforts, and for others to make their best effort within individual circumstances. The U.S. Delegation acknowledged the need for increased resources for least developed countries, but noted the United States has never accepted aid/GNP targets because they are arbitrary and do not take into account need or development performance.

The United States reserved on elements of the paragraph dealing with debt relief measures as they apply to multilateral institutions. It opposed language suggesting that such institutions should undertake new debt relief initiatives which could have adverse implications for the sound financial basis and credit rating of such institutions. In addition, the United States took the position that the United Nations should avoid policy initiatives or recommendations which would infringe upon the independent mandate of multilateral financial institutions.

On December 21 the United States joined in consensus adoption of UN General Assembly resolution 45/206 calling on the international community to take immediate, concrete and adequate steps to implement the Program of Action.

Commission on Transnational Corporations

The UN Commission on Transnational Corporations (TNCs) was established in 1974 by ECOSOC Resolution 1913 (LVII) to assist the Council "in fulfilling its responsibilities in the field of transnational corporations." Its mandate includes acting as the forum within the UN system for consideration of issues relating to transnational corporations; promoting the exchange of

views among governments, intergovernmental groups, trade unions and business and consumer groups; providing guidance to the Center on Transnational Corporations; and developing a Code of Conduct relating to TNCs.

The 16th session of the Commission on TNCs was held April 2–11. The discussion at this session was less ideological than in previous years and was characterized by an increased appreciation for an open investment climate. Issues covered included the impact of TNCs on the development process and on international economic relations, TNCs and the environment, the role of TNCs in services, TNCs in South Africa and Namibia, international standards of accounting and reporting and negotiations on a code of conduct.

The United States opposed creation of a Director of Hazardous Wastes in favor of a joint effort by the UN Environment Program (UNEP), the UN Industrial Development Organization (UNIDO) and the Center. The United States also expressed strong reservations about the Center's work in trade-related investment measures (TRIMs) and trade-related intellectual property matters (TRIPs) because they were deemed peripheral to the issue of expanding investment and perfecting trade in intellectual property. The United States supported the continued presence in South Africa of responsible corporations that subscribe to the principles of the comprehensive anti-apartheid act.

CODE OF CONDUCT

In 1977 the Commission established the Intergovernmental Working Group (IGWG) to draft language for an international code of conduct for TNCs.

During its 16th session, very little progress was made with regard to a code, although there were signs of greater flexibility and a willingness to compromise. The U.S. Delegation said public and private sectors would recognize LDC efforts to improve their investment climate by the establishment and maintenance of liberal investment policies which encourage market-driven investment flows. The delegation questioned, however, the relevance of a draft code in today's economic liberalization climate, and whether a code would bring benefits to the developing countries or divert capital investment away from them.

The Commission urged all member states to intensify efforts to conclude negotiations on the code of conduct at the reconvened special session in May. The Chairman of the special session referred the matter to ECOSOC, expressing the hope that it would be possible to reach agreement on compromise language on remaining provisions. ECOSOC in turn referred it to the 45th UN General Assembly, where the United States joined in consensus on a resolution calling for intensive consultations aimed at an early agreement on a code, for adoption at the 46th Assembly. (Resolution 45/186.)

UN Children's Fund

The UN Children's Fund (UNICEF) was founded in 1946 to help meet emergency needs of children in the aftermath of World War II. Today it provides long-term humanitarian assistance to needy children and mothers in developing countries around the world. It also promotes and supports health, education and development activities directed toward child survival and development as well as emergency assistance. Because of its apolitical character, UNICEF frequently finds acceptance in areas experiencing political turmoil, and has been a key humanitarian aid donor in many countries.

The Executive Director receives policy guidance and direction from the UNICEF Executive Board, composed of 41 member states elected for 3-year terms. The United States has always been a member of this Board, which meets annually at a 2-week session. Special sessions or mail polls may be used to resolve issues which cannot wait until the next scheduled session of the Board.

UNICEF allocates its resources among countries on the basis of severity of need, using criteria that include infant mortality rates (IMR), under-5 years of age child morbidity and mortality statistics, infant and child population totals and per capita GNP. UNICEF funds are rarely the sole source of support for a program; in most instances they serve either as a catalyst or as the critical ingredient which ensures a particular program's success.

UNICEF programs generally emphasize the development of community-level services to promote the health and well-being of children, including water supply, primary health care, nutrition, education and other child development activities and improvements in the situation of mothers. These programs also assist recipient countries through advisory services, inter-country exchanges of experts, other local training exercises and promotion of social mobilization efforts. UNICEF also helps procure, package and deliver medical and other health or education supplies through its centralized supply procurement, packaging and warehousing system known as UNIPAC (UN Procurement and Assembly Center) in Copenhagen. UNICEF is the largest supplier of vaccines to countries participating in WHO's Expanded Program of Immunization (EPI), the goal of which is to achieve universal childhood immunization (UCI)—90 percent of children under one year of age—by the year 2000. This program seeks, among other things, to reduce the incidence of measles by 90 percent (compared to pre-immunization levels) by 1995, eradicate polio by the year 2000 and eliminate neonatal tetanus by 1995.

In 1990 UNICEF spent $584 million ($319 million from general resources and $265 million from supplementary funds) on projects in 118 countries. This amount included: $250 million (43 percent) for child health activities, $29 million (5 percent) for child nutrition, $82 million (14 percent) on water supply and sanitation, $41 million (7 percent) on community- or family-based services for children, $57 million (10 percent) on educational activities, $49 million (8

percent) for emergency relief and $75 million (13 percent) for general activities—mainly planning and program preparation, program communications and other program support.

In addition to programs and projects funded from UNICEF's general resources budget, each year UNICEF develops, in cooperation with countries, many other worthwhile projects for support through special-purpose contributions or supplementary funds. These so-called "noted" projects, which are approved by the Executive Board, are listed in an annual catalog made available to potential donors, including development agencies and national committees. In addition, UNICEF appeals for emergency funds to assist children and mothers affected by either natural or man-made disasters.

In 1990 the United States contributed $65.4 million to UNICEF's core activities and $11.6 million to supplementary funds, with approximately $5.7 million allocated to child survival/EPI programs in African countries (and the U.S. contribution made through the U.S. Agency for International Development for World Summit preparation), and $5.9 million for emergencies and relief/rehabilitation assistance in the Sudan, Ethiopia, Romania, Sri Lanka and Guinea.

CHILD SURVIVAL AND DEVELOPMENT REVOLUTION

In the early 1980s, the world health community recognized that several curative and preventive health technologies had become relatively inexpensive but not yet widely available—especially in remote areas—or accepted and used. If these technologies were properly promoted and utilized, UNICEF reasoned, it would be possible by the year 2000 to reduce by half the number of childhood deaths (estimated at 40,000 per day) resulting from childhood immunizable diseases and dehydration from diarrheal diseases. UNICEF's "Child Survival and Development Revolution" (CSDR) was launched in 1983, and includes the use of four principal tools: (1) growth charts to detect malnutrition; (2) oral rehydration therapy (ORT); (3) breastfeeding; and (4) immunization against the six major childhood immunizable diseases—measles, diphtheria, tetanus, whooping cough, polio and tuberculosis. A major impetus for greater utilization of these tools in the 1990s resulted from the World Summit for Children.

THE WORLD SUMMIT FOR CHILDREN

In November 1989 six members of the United Nations (Egypt, Mali, Mexico, Canada, Pakistan and Sweden) issued a call for a summit meeting of the heads of state or government of all countries to focus attention on the plight of the world's children, particularly those in the developing world. Although this would not be, in the strict sense, a UN conference, UNICEF was, nonetheless, asked to provide the Secretariat for this meeting. In a

special session called to consider this proposal, the Executive Board endorsed the concept and UNICEF's involvement.

In his formal invitation to attend the Summit meeting, the Secretary General stated that:

> The purpose of the World Summit for Children is to bring attention and promote commitment, at the highest political level, to goals and strategies for ensuring the survival, protection and development of children as key elements in the socio-economic development of human society. It is intended to stimulate new initiatives throughout the world.

The United States was actively involved in Summit preparations. Through the Summit Planning Committee, the United States provided substantial technical input into the drafting of the two documents that resulted from the Summit: the World Declaration and Plan of Action. The United States took the position that the emphasis of the Summit should be on the national level and on what each individual country could do for itself to benefit children and mothers. In taking this position, the United States hoped to see the Summit produce some concrete guidelines for participant nations, as opposed to having it used simply as a forum for exchange of statements.

The Summit meeting was held at UN headquarters in New York on September 29–30. The U.S. Delegation was headed by President Bush, who addressed the 70 heads of state/government and assembled delegations. The President called attention to the situation of children worldwide and the need to improve their welfare by focusing on international child survival and development. He called on fellow heads of state/government to defy current child mortality statistics by affirming their communities' responsibility to save children from preventable disease. He referred to U.S. efforts, announced by the Secretary of Health and Human Services (HHS), Dr. Louis Sullivan, aimed at reducing infant mortality and low-weight births, increasing child immunizations and improving maternal and child health. The President also noted U.S. partnership with other governments and international organizations to eliminate child-killing diseases, malnutrition and AIDS. Specifically, the President announced he was sending Dr. Sullivan and Dr. Ronald Roskens, Administrator of U.S. AID, to Africa in order to determine what else the United States and the world might do to address the AIDS scourge and advance child survival across that continent and around the world. The President also asked participants to "make education the primary work of all children." Finally, he stressed that improvements in child welfare can best be achieved by strengthening the mutual responsibilities of public institutions as well as involving the private sector as an essential partner.

President Bush's personal sentiments, presented in a letter to Summit members, reinforced the concepts presented in his speech. In this letter, the President referred to recent and unprecedented successes in child health, nutrition and education, and encouraged further expansion of coverage of

oral rehydration therapy and immunization programs. He also referred to the Conference on Education for All (held in Thailand on March 9, and cosponsored by UNICEF), noting its work toward Summit goals in health and education.

Statements by UNICEF Executive Director James Grant and many heads of state/government at the Summit reinforced the concept of "doing the doable" to ensure the survival, protection and development of children. Summit discussions acknowledged the importance of the role of women, maternal health, female literacy and family planning in achieving child survival goals. The importance of family and community were stressed, along with the critical need for plans of action at the national level to follow up on the Summit with concrete actions. The Summit also encouraged acceptance of the Convention on the Rights of the Child, designed to protect and promote the rights of children throughout the world.

Summit participants issued a World Declaration on the Survival, Protection and Development of Children, and a Plan of Action for Implementing the World Declaration. The Declaration defines the challenges and commitment of national governments to child survival; the Plan of Action suggests specific actions to guide national governments and international organizations in the formulation of individual programs of action to meet goals described in the declaration.

U.S. pursuit of Summit goals has already begun. Shortly before the Summit, Dr. Roskens announced a new U.S. measles initiative. The United States will spend $50 million in an effort to reduce measles deaths by 95 percent by 1995. HHS and U.S. AID will continue to strengthen efforts to develop improved vaccines for children, a goal of the Children's Vaccine Initiative, announced in connection with the Summit. This will include encouraging the participation of U.S. industry in an accelerated effort to develop better vaccines for children.

The latter will be undertaken, in cooperation with the Institute of Medicine of the National Academy of Sciences, through a series of workshops. Within the United States, objectives for infants, children and mothers have been included in *Healthy People 2000—National Health Promotion and Disease Prevention Objectives*. These objectives call for, *inter alia*, reducing infant mortality by one-third; increasing child immunization levels to 90 percent of all 2-year-olds; reducing low birth weight to no more than 5 percent of all births; and increasing prenatal care, maternal/infant nutrition and breastfeeding, as well as many other measures to improve the health and welfare of children in the United States.

UNICEF EXECUTIVE BOARD

The UNICEF Executive Board held its regular session in New York on April 17–28. The meeting demonstrated members' interest in continuing to take a more

active role in guiding UNICEF's activities. Board members presented several resolutions which included explicit directions for the management of UNICEF's external relations and improved program evaluation, guidance and some funding for assistance to Eastern Europe. The Board also reiterated support for UNICEF activities in South Africa and the Latin American countries, and approved requirements for significantly expanded evaluation of field programs. The Board turned down UNICEF's request for authority to negotiate a new long-term lease for additional headquarters space, and asked UNICEF to explore alternatives.

The impact of political change in Central and Eastern Europe was noted in the Board's adoption of a consensus decision authorizing the Executive Director to respond to requests from Eastern European countries for technical support and policy advice for 1990–1992. Expenditure of up to $1 million per year from the administrative budget (as opposed to the program budget) was authorized. This decision reflected a compromise whereby UNICEF could respond to the situation in Eastern Europe while keeping its resources and energy focused on developing countries.

The Board approved a resolution (introduced by the United States) calling for the Executive Director, in collaboration with WHO and others, to convene an expert group to consider more closely vaccine and related research needs and to make recommendations to the Executive Director on an appropriate role for UNICEF, including operations research, in vaccine development and research. This meeting was held September 10, and resulted in the "Declaration of New York," calling for an international Children's Vaccine Initiative, with UNICEF as a participant.

At the regular session, the United States took the lead in drafting and negotiating a decision recommending the Executive Director improve upon UNICEF's initial response to its excellent 1989 evaluation of external relations activities. UNICEF external relations activities include advocacy, social mobilization, fund-raising (governmental and private sector, including the sale of greeting cards and other products), media and information work, public outreach and global development education. Donor concerns about the level of external relations expenditures and the planning/management of new initiatives were only partially addressed in the 1990 response. As a result, the Executive Director was asked to submit a report to the 1991 Board detailing the role and specific functions of external relations units and the work of the Geneva office, as well as an assurance that external relations have the necessary capacity for planning, budgeting and impact evaluation.

The Board also approved a resolution aimed at improving program effectiveness, which requested that a monitoring and evaluation plan and structure be elaborated and included in all country plans and major projects. U.S. support for this resolution was based on the recommendation made in the 1989 GAO report on U.S. participation in UNICEF.

The Board approved UNICEF's goals and strategies for the 1990s which focus on primary health care, food and nutrition, safe water supply, basic education and children in difficult circumstances. During plenary participation, the United States endorsed efforts to involve women in development and to improve their status, and also called for an emphasis on provision of prenatal care and promotion of breast-feeding and child spacing. As on previous occasions, the United States emphasized the need for sustainability of all UNICEF programs.

Recognizing that working methods of the Board have not kept pace with the rapid growth of UNICEF's resources, members (especially donors) sought ways to bring the Board's working methods in line with its increased responsibilities. As a result, the Board took a decision to assure that financial implications of new proposals and activities are explicit, in order to bring Board methods more into line with those of other UN organizations. To encourage more participation by member states in organizing and planning Board sessions, a decision was made to replace the customary informal pre-Board meeting with a formal organizational session every January which would set the draft agenda and examine documentation status for the annual regular session.

FUNDING

Contributions to UNICEF are voluntary. In 1990 UNICEF received $397.6 million in voluntary contributions to its general resources from 110 governments. The U.S. Government contributed $65.4 million, placing it first among contributors to the general resources budget and accounting for about 16.4 percent of total contributions. In 1990 UNICEF purchased some $62.2 million in supplies and equipment from U.S. suppliers.

In addition to contributions from governments, UNICEF also receives substantial income from private and other nongovernmental sources. In particular, total income from UNICEF's greeting card and related operations amounted to $89.7 million, while contributions from other nongovernmental sources amounted to $98.6 million in 1990.

UNICEF's success in raising funds from these sources is largely due to the fund-raising activities of 34 national committees and UNICEF headquarters-related offices abroad. The U.S. Committee for UNICEF, a nonprofit organization that has 3 million volunteers throughout all 50 states, is the largest and among the most active of these national committees.

Commission on Human Settlements

The UN Commission on Human Settlements (UNCHS) was established by resolution 32/162 of the UN General Assembly in December 1977, following

the UN Conference on Human Settlements held in 1976 in Vancouver. The same resolution established a Secretariat for the Commission, known as the UN Center for Human Settlements (Habitat), which has permanent headquarters in Nairobi, Kenya. The Commission and the Center were created from existing UN bodies to consolidate human settlements activities, as well as to give them new emphasis. The Commission meets biennially. It meets next in 1991 in Harare, Zimbabwe.

The UNCHS mandate is to assist countries to improve their ability to solve human settlements problems through comprehensive and integrated approaches. The Commission promotes international cooperation in the field of human settlements and seeks to increase the resources available to developing countries for human settlements. UNCHS consists of 58 members elected for 3-year terms. The United States has been a member since 1977.

The Commission provides policy guidance to the Center. The Center's responsibilities include coordinating and reviewing all human settlements activities within the UN system, executing human settlements projects, and serving as a focal point for information exchange. The United States is represented by a Permanent U.S. Representative in Nairobi, who is also accredited to the UN Environment Program.

Center programs are geared towards helping governments establish and manage policies designed to improve conditions under which their populations are able to obtain adequate housing. Toward this end, the Center performs research, conducts training and devises training modules, carries out technical assistance projects for developing countries and provides information on human settlements through studies, reports and audiovisual presentations.

During 1990 the Center had under execution 271 technical cooperation programs and projects in over 100 countries. Eighty-five of these projects were in least developed countries. During the same period 56 technical cooperation projects were completed and over 60 new projects started. Close to 65 percent of the financing for these technical cooperation projects in 1990 came from UNDP's various sources of funds; 18 percent was government and third-party cost-sharing; 11 percent was funds-in-trust; and 6 percent came from the UN Habitat and Human Settlements Foundation (mainly for preparatory assistance to help mobilize other sources of financing).

As a direct response to rapidly increasing demands from developing country governments, the Center's technical cooperation activities have grown significantly from 163 projects with current-year budgets totaling $15.5 million in 1985, to the 1990 program level of 271 projects with current-year budgets totaling over $38 million.

The National Association of Realtors (NAR) has participated actively in the UNCHS work, and members of NAR have acted as advisors to the U.S.

Delegation to the Commission. In April 1990 the NAR hosted the Third International Shelter Conference in Washington, D.C. The NAR President will present the results of the Conference to the 13th Commission's session in Harare in April 1991, and the United States will use them in advancing the private sector approach to shelter.

Fund for Population Activities

The UN Secretary General established the UN Fund for Population Activities (UNFPA) in 1967 as a special trust fund. Renamed the UN Population Fund in 1987, it operates under the guidance of ECOSOC. The Governing Council of the UN Development Program (UNDP) provides policy guidance, reviews its program and operations, and sets funding and staffing levels. The United States participates in the governance of UNFPA, but has made no contributions since 1986.

UNFPA is second only to the U.S. Government itself as a source of assistance for population activities in developing countries. In 1990 approved program expenditures amounted to $156.2 million. The Fund is working to devote an increasing ratio of its resources to family planning activities per se, and to retain sufficient flexibility so that the assistance will be geared to the circumstances of the recipient country.

In 1985 the United States withheld $10 million of the $46 million that Congress had earmarked for UNFPA after reports surfaced that a number of local officials in the People's Republic of China forced women to obtain abortions or submit to sterilization procedures. Congress then passed the Kemp-Kasten amendment to the Foreign Assistance Act which prohibits U.S. AID from providing assistance to any organization which supports or participates in the management of a program of coercive abortion or involuntary sterilization. The U.S. AID Administrator reviewed the UNFPA-funded program in China and made a determination that UNFPA was ineligible for funding under this restriction. This determination was subsequently upheld in U.S. courts. No U.S. AID funds have been provided for UNFPA since 1986.

U.S. AID continues to reserve funds for UNFPA each year in the event a significant change in UNFPA's assistance to China or in the Chinese population program itself would make it possible to consider a resumption. Although the UNFPA does not directly support abortion or coercion, it was providing funding for various program elements to the People's Republic of China for family planning.

Nearly half of UNFPA's program expenditures are devoted to provision of family planning and maternal/child health services. UNFPA also assists governments in development and implementation of population and family life information, education and communication programs. While almost all governments recognize the importance of integrating population factors into

the development process, their commitment to the formulation and implementation of sustainable population policies and programs needs to be strengthened. UNFPA supports projects to create awareness and understanding among policy makers and the public at large about the effects of rapid population growth on economic development. It also provides assistance to many countries to conduct awareness-creation seminars and workshops for government officials as well as for religious, opinion and community leaders, among others. UNFPA, World Bank and U.S. AID have cooperated in providing census assistance activities in sub-Saharan Africa, cofunding of country costs for specific Demographic and Health Surveys, and discussion of strategies for meeting escalating contraceptive commodity requirements as recommended by the UNDP Governing Council.

GOVERNING COUNCIL

UNDP's 37th Governing Council, held in Geneva in May–June 1990, reviewed the work of the Fund over the past year. Despite the fact it has made no contribution to UNFPA since 1985, the United States is an active participant in UNFPA's governance, joining Council discussions.

Delegates generally supported Fund goals and approaches outlined in the Executive Director's report. They pledged their support to increase program expenditures to $166.7 million for 1991, $184.5 million for 1992, $204 million for 1993 and $220.6 million for 1994.

They encouraged the Fund to sustain the momentum generated by the International Forum on Population in the 21st Century, held in Amsterdam in November 1989, by creating an awareness of population issues in the international community, examining means of increasing the effectiveness of population programs, coordinating population activities, and increasing resources for population activities. This meeting, which the United States attended, was an important milestone in focusing international attention on the resource requirements and population program challenges that will be faced in the next century. One of the important programmatic issues highlighted at the International Forum was that family planning program needs vary widely across countries and regions, and that population assistance requirements in the next decade and beyond must reflect this programmatic diversity.

The issue of coordination in meeting the growing demand for assistance to population and family planning activities was important to the United States. The Council recognized that meeting future population challenges will require more effective donor coordination. At the country level, donors need to coordinate activities more closely to avoid unnecessary duplication and address funding gaps.

During the Governing Council, the Committee of the Whole reviewed, and the Council approved, the following 13 new multi-year country programs:

Angola, Cote d'Ivoire, Equatorial Guinea, Ghana, Seychelles, Syria, North Korea, Indonesia, Iran, Cuba, Ecuador, Haiti and Mexico. The United States joined the consensus on these decisions.

World Food Council

The UN General Assembly created the World Food Council (WFC) pursuant to resolution 22 of the 1974 World Food Conference. The WFC provides a forum for ministerial level discussion of all aspects of world food problems in order to adopt and coordinate an integrated approach toward their solution by governments and the UN system. At its annual ministerial sessions, the WFC reviews and makes recommendations on world food and agricultural problems. Although the WFC has made important conceptual contributions toward the way the United Nations and bilateral development agencies approach world food questions, it has not exercised a coordinative role within the UN system.

The Council is composed of 36 member states nominated by the ECOSOC and elected by the General Assembly according to principles of balanced regional representation. The United States has been a member of the WFC continuously since its establishment.

The 4-year term of office of the Executive Director of the WFC Secretariat, Gerald Trant (Canada), was extended 1 year and expires December 31, 1991. The 1990–1991 biennium budget was $5.7 million, and is drawn from the budget of the UN Headquarters in New York.

The United States participated in a WFC regional consultation for the Western European and Others Group (WEOG) in Paris on March 1. Delegates to the regional consultation described their development assistance efforts in relation to the goals of the Cairo Declaration, to make the elimination of hunger and poverty a central objective of their policies, and provided suggestions for the WFC Ministerial in Bangkok. U.S. Representatives addressed the need for development policies and approaches designed to lessen poverty and hunger by spurring broadly based economic growth. They focused on U.S. technical assistance and training programs, food aid programs that contribute to food security, and U.S. initiatives at the Uruguay Round to promote freer agricultural trade. They pressed for discussion at the WFC Ministerial of an increased role for the private sector in the reduction of hunger and malnutrition.

The 16th session of the WFC was held in Bangkok, Thailand, on May 21–24. The WFC President summarized earlier regional consultations in San Jose, Cairo, Bangkok and Paris, at which member states reviewed their national policies in light of the 1989 Cairo Declaration. The Council then reviewed the global state of hunger and malnutrition, concluding that, in spite of substantial food production gains, food security remained uncertain in many regions of the world.

Six major themes emerged during the plenary discussion: the role of the private sector in agricultural development, agricultural trade liberalization under the Uruguay Round, a call for a renewed Green Revolution, concern over diversion of development assistance resources from the developing countries to Eastern Europe, the need for environmentally sustainable agricultural development, and the relationship between hunger, poverty and population growth.

The U.S. Representative stressed the need to rally more private investment to stimulate economic growth in the developing world, and made a strong statement in favor of trade liberalization. He noted that increased income by farmers would have a direct, beneficial effect on rural poverty, which is "at the root of much of the hunger and malnutrition afflicting the developing world."

The final report of the WFC called for a stronger coordinating role for the WFC within the UN food and agriculture system, urged member states to take effective measures for prevention of environmental degradation and endorsed WFC efforts to develop international guidelines to ensure safe passage of emergency food aid. The report also called for studies by the Secretariat on the role of the private sector in national and agricultural development strategies and the potential effects of trade liberalization on the food security of food-importing developing countries.

Part 4

Social Issues

CRIME PREVENTION AND CONTROL

The Eighth UN Congress on the Prevention of Crime and the Treatment of Offenders was held in August in Havana. The first regular session of ECOSOC in May transmitted a number of draft resolutions recommended by the Committee on Crime Prevention and Control in the field of crime prevention and control to the Crime Congress.

ECOSOC resolution 1990/18 recommended that UN surveys of criminal justice be conducted more often and called upon member states to provide more complete information. Resolution 1990/19 dealt with promotion of bilateral and multilateral technical cooperation in crime prevention and criminal justice. A resolution on prison education was also adopted, recommending member states keep in mind the principle that education in prisons should aim at developing the whole individual in keeping with his or her social, economic and cultural background. (Resolution 1990/20.)

Resolution 1990/21 concerned further implementation of UN standards and norms in crime prevention and criminal justice, and resolution 1990/22 addressed the subject of protection and redress for the victims of crime and abuse of power. Resolution 1990/24 recommended the establishment of a comprehensive program of work so the United Nations could deal in a practical way with activities regarding education, training and public awareness in the field of crime prevention. Resolution 1990/27 called on intergovernmental and nongovernmental organizations to continue cooperation with UN activities in crime prevention and criminal justice.

The United States did not participate in the Eighth UN Congress on the Prevention of Crime and the Treatment of Offenders on the grounds that extensive allegations of human rights violations, drug trafficking and assistance to hijackers made Havana an inappropriate venue for an international meeting on the prevention of crime.

The 45th General Assembly adopted numerous resolutions on crime prevention and criminal justice, many of which had been recommended to it by the Eighth Congress. All were adopted without a vote.

The United States was cosponsor of resolution 45/123 entitled "International cooperation in combatting organized crime." The United States also joined in the consensus on resolutions on the use of children in criminal activities; criminal justice education; UN standard minimum rules for noncustodial measures (the Tokyo Rules); and UN guidelines for the prevention of juvenile delinquency (the Riyadh Guidelines).

Not having participated in the Eighth Congress, the United States did not participate in the adoption of resolution 45/120, "Crime prevention and criminal justice: expression of appreciation to the government and people of Cuba on the occasion of the Eighth UN Congress on the Prevention of Crime and the Treatment of Offenders."

The General Assembly resolutions also included four model treaties, dealing with extradition, mutual assistance in criminal matters, the transfer of proceedings in criminal matters and the transfer of supervision of offenders conditionally sentenced or conditionally released.

Committee on Crime Prevention and Control

The Committee on Crime Prevention and Control held its 11th biennial session in Vienna on February 5–16. The Committee is composed of 27 members serving in their expert capacity, and it included U.S. citizen Ronald L. Gainer.

The Committee approved by consensus 11 legal instruments, which it recommended for adoption by the Eighth UN Congress on Prevention of Crime and the Treatment of Offenders. The instruments included five draft model treaties covering prevention of crimes which infringe on the cultural heritage of peoples, extradition, mutual assistance, transfer of supervision of foreign offenders, and transfer of proceedings in criminal matters. Other instruments addressed the role of attorneys and prosecutors and use of firearms by law enforcement officers, guidelines for prevention of juvenile delinquency, rules on protection of juveniles deprived of their liberty, and noncustodial measures.

Also recommended by the Committee for consideration at the Eighth UN Congress were 10 draft resolutions dealing with organized crime, terrorism, urban crime, environmental protection, policies on determination of sentences, increased use of computers in criminal justice, international cooperation, protection of human rights of victims of crime and abuse of power, treatment of prisoners and review of the UN program of work in crime prevention and criminal justice. The Committee approved by consensus six draft resolutions for recommendation to ECOSOC: prison education; implementation of UN standards and norms in crime prevention and criminal justice; the rights of victims of crime and the abuse of power; technical cooperation; education, training and public awareness in crime prevention; and preparations for the Eighth Crime Congress.

The Committee approved a consensus recommendation that the Eighth Crime Congress give favorable consideration to establishment of a world foundation on crime prevention and assistance to victims, to be operated under UN auspices.

DRUG ABUSE CONTROL

During 1990 the United States continued to pursue key international drug control goals through the UN system. In his address before the Third Committee of the General Assembly on November 2, Attorney General Dick Thornburgh said:

> Our strategy has an international component that recognizes implicitly that the drug crisis is not a problem that any one country can resolve . . . . We believe that only a truly international network, created through the United Nations and other multinational organizations, can advance our common cause to interdict and halt worldwide drug trafficking and abuse.

In recent years, the United Nations has significantly increased its efforts to improve international cooperation against drug trafficking. This was demonstrated in 1990 through important initiatives in the General Assembly and other UN forums. In February, a special session of the General Assembly adopted a Global Program of Action on drug control. The 1988 Vienna Convention Against Illicit Traffic in Narcotic Drugs and Psychotropic Substances entered into force in November.

The General Assembly decided in December to restructure UN drug control activities into a new UN International Drug Control Program (UNDCP). During 1991 the UNDCP will integrate the three separate UN drug control bodies (Division of Narcotic Drugs, UN Fund for Drug Abuse Control and the Secretariat of the International Narcotics Control Board) based in Vienna into a single program.

Division of Narcotic Drugs

UN Division of Narcotic Drugs (DND) programs emphasized practical, technical and scientific assistance to member states in 1990. In addition, the DND continued to work to implement the International Drug Abuse Assessment System, a U.S. initiative made possible by a special 1988 contribution from the Department of State. This system was to enable the DND to analyze drug abuse data at national, regional and international levels, and will facilitate worldwide cooperation in this area. The DND also worked with experts from several countries, including the United States, to study economic and social consequences of illicit traffic in drugs.

The DND expanded its scope of work in accordance with the 1988 Vienna drug trafficking convention. In particular, it worked with member countries to

help them amend domestic legislation in connection with ratification and implementation of the convention.

UN Fund for Drug Abuse Control

The UN Fund for Drug Abuse Control (UNFDAC) expanded program activities during 1990. A total of 118 technical cooperation projects were undertaken in 67 countries. In addition, the Fund supported 41 global projects. Growth in financial resources from voluntary contributions enabled UNFDAC to enlarge its programs worldwide. Activities focused on reducing the supply of and demand for illicit narcotics, strengthening drug control measures (including law enforcement), and research. The majority of UNFDAC's projects concentrated in the major producing areas of Latin America and Asia.

Some 52 countries pledged and/or contributed $49.1 million in 1990 to UNFDAC. The United States pledged $4 million. According to UNFDAC estimates, the Fund spent approximately $42.8 million in 1990 toward crop replacement/alternative development in narcotics producing regions, training and the provision of drug law enforcement equipment, drug prevention education and information, and treatment and rehabilitation of drug dependent persons.

During 1990 UNFDAC also began to develop joint operations between bordering states to attack production and trafficking problems. This more comprehensive, subregional strategy was endorsed by the special session of the General Assembly on drugs in February 1990 as part of the UN Global Plan of Action on drugs. A number of subregional initiatives were launched, for example, to promote joint programs between Burma and Thailand and Burma and China.

The United States continued to play a leadership role in guiding the work of the Fund. The United States targeted its 1990 contribution to UNFDAC on projects which support the subregional strategy approach. An example of this new approach was a joint UNFDAC and OAS project to train Western Hemisphere governments in stopping the diversion from legitimate commerce of precursor and essential chemicals used in the illicit manufacture of drugs.

International Narcotics Control Board

The 1990 report of the International Narcotics Control Board (INCB) assessed general trends in trafficking, abuse and licit and illicit production. The Board again focused on the adverse national security aspects of drug trafficking. Citing the specific examples of Colombia and Peru, the Board pointed to the direct threat to political institutions and economies from illicit production, trafficking and abuse of drugs and escalating drug-related

violence. It strongly encouraged increased international cooperation and enactment and enforcement of national laws against drug trafficking under the 1988 UN Convention on Illicit Traffic in Narcotic Drugs and Psychotropic Substances. The Board emphasized in particular the responsibility of countries manufacturing sophisticated weaponry to prevent such weaponry from falling into the hands of traffickers.

The Board report said it was "of utmost importance" to prevent further expansion of illicit cultivation of narcotic crops, and called upon consuming countries to increase drug demand reduction activities on a priority basis. In this vein, the Board pointed to the Global Program of Action adopted by the 1990 special session of the General Assembly and the designation of the period 1991–2000 as the UN Decade Against Drug Abuse. In addition, it welcomed recent findings of UN experts' groups, which concluded use of remote sensing from space to locate illicit narcotic plants would be feasible, and addressed environmentally safe methods for eradicating these plants.

Finally, the Board noted that, under the 1988 drug trafficking convention, it would monitor in particular the enactment and implementation of control systems to contain effectively the supply of and trade in precursors and essential chemicals used in illegal drug manufacture.

Commission on Narcotic Drugs

The 11th special session of the 40-member Commission on Narcotic Drugs (CND) convened in Vienna from January 29 to February 2. The CND approved 4 draft resolutions and 2 draft decisions which were forwarded for ECOSOC consideration, as well as 8 resolutions and 11 decisions which did not require ECOSOC action.

An ongoing responsibility of the CND is to place narcotic drugs and psychotropic substances under the international control provisions of the Single Convention on Narcotic Drugs and the Convention on Psychotropic Substances. In 1990 the CND voted for control of alpha-methylthiofentanyl, para-fluorofentanyl, beta-hydroxyfentanyl, beta-hydroxy-3-methylfentanyl, thiofentanyl, and 3-methylthiofentanyl in Schedules I and IV of the Single Convention on Narcotic Drugs, 1961; control of midazolam in Schedule IV; and control of N-hydroxy MDA, N-ethyl MDA, and 4-methylaminorex in Schedule I of the Convention on Psychotropic Substances, 1971. The U.S. Delegation supported each decision.

Considerable effort was devoted at the CND to preparations for the February special session on drugs of the General Assembly. Time limitations prevented the CND from developing a concrete, agreed single proposal for drug control actions for consideration at the special session. However, the CND did recommend seven principles for use in developing the Global Program of Action. Among the suggested principles were:

— International drug control treaties are the basis for individual, as well as regional and global, action and cooperation by states;

— States have primary responsibility for action in controlling drugs;

— To reduce illicit demand, states need to establish national drug programs in prevention, treatment and rehabilitation;

— National and intergovernmental cooperative drug efforts require a commensurate strengthening of UN drug control organs and their secretariats; and

— Additional financial resources and long-term structural financial commitments are required to achieve objectives embodied in international drug control treaties.

General Assembly Consideration

Discussion of international narcotics control issues at the 45th General Assembly in the Third Committee included many new ideas and proposals. The debate focused in particular on efforts to restructure the UN drug control institutions, and in support of the 1988 Vienna Convention Against Illicit Traffic in Narcotic Drugs and Psychotropic Substances. Resolutions adopted in these and other areas called on the UN system and its member states to increase activities relating to international narcotics control.

Five UN General Assembly resolutions were adopted, all by consensus:

— Resolution 45/146 urged respect for principles enshrined in the UN Charter and international law in the fight against drug abuse and trafficking.

— Resolution 45/147 (cosponsored by the United States) called upon states to continue to implement the broad range of drug control activities outlined in the Global Program of Action approved by the 44th General Assembly.

— Resolution 45/148 (cosponsored by the United States) welcomed the entry into force of the 1988 drug trafficking convention and urged states to ratify or accede to the convention as soon as possible.

— Resolution 45/149 called upon member states to take various actions to stop drug abuse and welcomed the Secretary General's report on economic and social consequences of illicit traffic in drugs.

— Resolution 45/179 (cosponsored by the United States) called for integration of the three Vienna-based UN bodies into a single drug control program.

The centerpiece of General Assembly debate on drug control was resolution 45/179, cosponsored by the United States and 43 other states. This resolution authorized the restructuring of existing UN drug control activities into the new UN International Drug Control Program (UNDCP) mentioned above. This restructuring was to integrate into a single body, effective March 1991, work done previously by UNFDAC and the Secretariats of the DND and the INCB. Resolution 45/179 recommended the new UNDCP head be appointed at the Under Secretary General level and focus exclusively on UN drug issues. UNDCP is to have specific responsibility for treaty implementation, policy implementation and research, and operational activities in the drug control field, including mandates and recommendations established by the Global Program of Action.

Speaking in support of resolution 45/179, Attorney General Thornburgh strongly endorsed the concept of a unified, effective and efficient UN drug structure with high level leadership. Subsequent to its passage, the United States worked closely with the United Nations and interested governments to assure that the first designated head of UNDCP would receive sufficient organizational and budgetary latitude to conduct an effective and efficient drug control program.

On November 11 the 1988 Vienna Convention Against Illicit Traffic in Narcotic Drugs and Psychotropic Substances entered into force. The treaty was regarded as a watershed in international drug law enforcement, representing the political will of participating governments to establish a comprehensive set of laws and guidelines for effective action in combating drug trafficking. The convention requires signatories to take specific law enforcement measures to improve their ability to identify, prosecute and convict drug traffickers across international boundaries. The United States ratified the convention in February 1990. At the end of 1990, the convention had 90 signatories and 34 ratifications or accessions. The rapid entry into force of the convention indicated the interest of the international community in carrying out its provisions in an effective manner.

General Assembly resolution 45/148 urged member states to ratify the Convention as soon as possible in order to make its provisions more universally effective. To the Third Committee, Attorney General Thornburgh said that, ". . . the ultimate test of the Convention will be the expressions of political will in countries adopting the implementing legislation, . . . particularly relating to money laundering, chemical diversion and asset seizure and forfeiture."

SPECIAL SESSION ON NARCOTICS

A special session of the General Assembly on narcotics called for in resolution 44/16 of the 1989 Assembly was held in New York February 20–23. Member states resolved "to protect mankind from the scourge of drug abuse and illegal trafficking in narcotic drugs and psychotropic substances."

Two documents adopted at the special session—the Global Program of Action and the Political Declaration—contain important international narcotics control principles:

— The need for all countries to work simultaneously on all fronts for stronger measures to reduce demand;

— The importance of combining economic assistance, including trade incentives, with sound economic policies and the strengthening of national anti-narcotics programs;

— The need for rapid ratification of the 1988 Vienna Convention on drug trafficking;

— The importance of heightened law enforcement cooperation;

— The strengthening of legal and judicial institutions to facilitate identification and prosecution of drug criminals; and

— Increased attention to and information sharing on treatment and rehabilitation programs.

The special session also endorsed a refocusing of UN drug control projects away from traditional single country efforts toward a more comprehensive, subregional approach.

In his address to the special session, Secretary of State James A. Baker III called for adoption of an action-oriented global program and a political declaration reinforcing the principle of collective responsibility and agreeing to strengthen national, bilateral and multilateral anti-drug cooperation. Secretary Baker specifically urged simultaneous strengthening of drug control activities in all major areas: reduction in supply and demand, suppression of drug trafficking, strengthening of judicial and legal institutions, increased cooperation against money laundering, and approval of a group of experts to identify options for strengthening the UN drug control effort. The Secretary urged member states to implement the above goals by giving high priority to increased resources for the UN drug effort during the 1992–1993 biennial regular budget process.

ECOSOC Consideration

At the spring ECOSOC session in May, four draft resolutions and four draft decisions concerning drug control were approved. These included calls for establishment of a meeting of heads of national drug law enforcement agencies for Europe, consideration of ways to resolve the problem of excess stocks of raw opiates held by traditional supplier countries, and development of programs to prevent drug abuse among children in the Near and Middle East.

Most statements made during the debate on narcotics emphasized achievements of the special session of the General Assembly and the London Ministerial Conference on Demand Reduction and the Cocaine Threat, held in April. The U.S. Representative pointed to the growing international consensus "which reflects international concern and commitment to ridding the world of this scourge." He stressed the importance of maintaining forward momentum by enhancing the efficiency of the UN drug abuse control structure and identifying a reasonable level of resources needed to carry out increased future activities in this area.

The summer session of the ECOSOC, meeting in Geneva in July, adopted two resolutions on international narcotics control. One asked for a revision of the System-Wide Plan of Action on Drug Abuse Control to incorporate fully all mandates and activities contained in the Global Program of Action, which had been approved several months earlier at the special session. The other asked the Secretary General for a statement of financial implications for the Global Program of Action. The United States cosponsored both resolutions.

OFFICE OF THE UN DISASTER RELIEF COORDINATOR

Problems of uncoordinated relief efforts following a series of major disasters in the late 1960s convinced members of the United Nations that a distinct office was needed to help organize the emergency assistance which individual governments, UN agencies, the Red Cross and other voluntary organizations provide. In March 1972 the UN Disaster Relief Office (UNDRO), subsequently renamed the Office of the UN Disaster Relief Coordinator, was established. UNDRO's mandate is three-fold: to mobilize, direct and coordinate relief activities among organizations of the UN system; to assist governments of stricken countries to assess relief needs, disseminate that information, and coordinate the donors' response; and to promote disaster prevention and preparedness activities. Disaster relief coordination is the core of the activities of UNDRO and receives the highest priority in the allocation of resources.

UNDRO matters are discussed biennially in ECOSOC. Its budget is set biennially by the Fifth Committee of the General Assembly, in the context of the overall UN budget. For the 1990–1991 biennium, UNDRO was allocated approximately $7 million.

In addition to this regular budget, UNDRO maintains four extra-budgetary trust funds based on voluntary contributions from donor countries. The four trust funds are for: Disaster Relief; Technical Cooperation Activities (primarily disaster mitigation); Strengthening of UNDRO; and International Decade for Natural Disaster Reduction (IDNDR). In 1990 the United States contributed $2.7 million to the Disaster Relief fund for the Persian Gulf region (the United States also contributes to disaster relief outside of UNDRO through bilateral economic assistance and food aid). U.S. contributions to the trust fund to "strengthen" UNDRO were discontinued in the 1980s because UNDRO was experiencing

problems which resulted in a serious decline in its performance, and concern that additional U.S. contributions would not be effectively used.

In response to assessments that UNDRO was not fulfilling its primary mission of coordinating UN assistance in disaster relief operations, a UN study in 1986 recommended the UN Development Program (UNDP) take over UNDRO's functions. The UN Secretary General elected instead to retain UNDRO as a separate entity and established a joint UNDP/UNDRO task force to make recommendations for closer cooperation.

UNDRO has been working with UNDP to implement the recommendations of the 1988 task force report both at headquarters and field levels. At the headquarters level, work was completed in 1990 on a joint UNDRO/UNDP disaster management manual, which is to be field-tested in areas in disaster situations. In addition, joint training programs in disaster management are being developed. At the field level, UNDP Resident Representatives have been designated as the in-country focal point for disaster-related activities concerned with relief operations, prevention and mitigation as well as preparedness plans and programs.

UNDRO was involved in relief and assistance activities in many areas throughout 1990, including ongoing assistance in Lebanon, Angola and Mozambique (all undergoing civil strife). It also undertook new activities in response to relief needs in Liberia, Guinea, Romania, Sri Lanka (civil strife); Iran (earthquake); Peru (earthquake and drought); Honduras, Tunisia, China, Philippines (floods); South Pacific, Madagascar (cyclones); Persian Gulf (armed conflict, displaced persons).

UNDRO cooperates closely with many organizations in the UN system and with other intergovernmental and nongovernmental organizations (NGOs) involved in humanitarian relief. In 1990 a consultative meeting on UNDRO/NGO cooperation was held to consider recommendations for increased collaboration in disaster relief that had been drawn from the National Emergency Relief Services III meeting of 1989. As coordinating agency for UN humanitarian relief activities in the Persian Gulf region, UNDRO worked closely with an Emergency Management Team (comprised of UNDP, UNDRO, UNICEF, UNHCR, WHO and IOM), local authorities and representatives of the international donor community, and the Secretary General's personal representative for Gulf humanitarian assistance, to ensure unified action. UNDRO assigned each UN agency responsibility for different areas of assistance in the region: UNHCR was tasked with refugee camp management, UNICEF with sanitation and water, WHO/UNICEF with health and nutrition, WFP with food transport, WFP/UNHCR with transport of nonfood commodities and IOM with transport of people.

UNDRO cosponsored the International Conference on Disaster Communications, which took place in Geneva in 1990. The Conference brought

organizations which use telecommunications in disaster relief situations together with vendors of communications hardware. Participants also discussed ways to increase the efficiency and rapid establishment of telecommunications links in disaster areas.

International Decade for Natural Disaster Reduction

In December 1989 the UN General Assembly adopted resolution 44/236, which proclaimed the 1990s as the International Decade for Natural Disaster Reduction (IDNDR) and adopted an International Framework for Action for the Decade. Notwithstanding continuing concern about the proliferation and actual utility of UN-proclaimed decades, the United States, after assurances the Decade would be funded through extra-budgetary sources, joined with others in cosponsoring the resolution.

The International Framework calls on all governments to participate in concerted international action and to formulate policy measures at the national level, including the establishment of "national committees" to coordinate efforts toward fulfillment of the Decade's goals and objectives.

As part of the IDNDR's own organizational plan, a Special High Level Council and a Scientific and Technical Committee were established, in addition to a small Secretariat. In June 1990 Mr. Neelam S. Merani was appointed by the UN Secretary General as Director of the Secretariat. Prior to his appointment, a UN Steering Committee and an International *ad hoc* Group of Experts, established in 1988, helped to prepare for the IDNDR proclamation. The United States was actively involved in this process, providing a U.S. Government employee as a staff member who served as one of the group of experts and then as a member of the interim Secretariat until the Director's appointment. Subsequently, a replacement for this employee was named by the United States to be seconded by the United Nations.

IDNDR goals include: improving the capacity of each country to mitigate the effects of natural disasters; devising guidelines and strategies for applying scientific/technical knowledge; disseminating technical information; and developing measures for assessment, prediction and mitigation of natural disasters, including technology transfer, demonstration projects and training. IDNDR emphasis is on international coordination such as a current pilot project in the Caribbean where several groups, including U.S. governmental agencies, OAS, UNDRO and PAHO, are preparing better communications to facilitate early warnings on natural disasters.

The United States joined in supporting UN General Assembly resolution 45/185, adopted in December 1990, which urged full implementation of the International Framework for Action, including establishment of national committees and an appeal for IDNDR Trust Fund contributions. The resolution expressed concern that organizational arrangements for the

Framework had not yet been fully established and reaffirmed the need for the IDNDR Secretariat to work closely with UNDRO.

UN HIGH COMMISSIONER FOR REFUGEES

The Office of the UN High Commissioner for Refugees (UNHCR), organized in 1951, is mandated to provide for legal protection of and material assistance to refugees, and to promote permanent solutions for refugee problems. These responsibilities are carried out on behalf of refugees falling within the scope of the Statute of the Office adopted by the General Assembly in 1950. In general, the Statute applies to those persons who are outside their country of nationality because of a well-founded fear of persecution by reason of race, religion, nationality, membership in a particular social group or political opinion and, because of such fear, are unable or unwilling to return to that country.

The Executive Committee of the UNHCR meets annually in Geneva to review the work of the UNHCR and approve the budget. The 41st session of the Executive Committee was held October 2–12.

UNHCR Programs

UNHCR's worldwide expenditures in 1990 totaled $544 million. This total included $103 million for General Program overall allocations and multi-regional elements of Special Appeals. The United States contributed $112.5 million in support of UNHCR calendar year 1990 assistance programs.

UNHCR expenditures for programs in Africa totaled $170.5 million in 1990, $140.5 million under General Programs and $30 million under Special Programs. UNHCR continued to coordinate major international relief programs in Malawi, Ethiopia and Sudan. In 1990 the African refugee situation was greatly exacerbated by the addition of over 750,000 Liberian refugees who fled to Guinea, Sierra Leone and Cote d'Ivoire. The total number of African refugees grew to some 5 million, with UNHCR providing care and maintenance for some 4 million. In 1990 there were no significant numbers of refugees repatriated. Intensified fighting in Angola stymied the planned refugee repatriation. Large and growing problems remained in the Horn of Africa and Mozambique in the form of continued fighting, drought and new influxes. UNHCR found itself constrained in responding to these emergencies by the overall funding crisis in international humanitarian assistance that began to be felt in 1989. UNHCR was able to meet only the most basic of life-sustaining needs and even that fell short in some cases. In 1990 U.S. contributions to UNHCR programs throughout the region totaled $61.1 million.

UNHCR programs in Asia totaled $105.2 million, $55.4 million under the General Program and $49.8 million under the Special Program. The United States contributed $23.7 million.

At the end of 1990, the region-wide population in UNHCR camps was 206,883, including 122,547 Vietnamese, 67,426 Laotians and 16,910 Cambodians. During 1990 record numbers of Vietnamese (6,293) and Laotians (9,147) repatriated voluntarily to their respective homelands. The outflow from Vietnam was reduced by over 80 percent during the year. The reduction has been attributed to the UNHCR public awareness program of the Comprehensive Plan of Action (CPA); letters home from the various holding camps in Asia; and vigorous publication of the CPA and its provisions by the Voice of America and other national broadcasting services.

In addition to its role in implementing the CPA, UNHCR, as lead agency for Cambodian repatriation, continued planning to repatriate more than 310,000 Cambodians displaced in Thailand within the framework of a comprehensive political settlement. In 1990 the United States contributed more than $1.8 million in support of UNHCR and Royal Thai Government cooperative plan to combat pirate attacks on Vietnamese boat refugees in the Gulf of Thailand and for other rescue-at-sea activities.

The principle of first asylum was maintained in all Asian nations, except Malaysia. The push-off policy instituted by Malaysia resulted in a staggering increase in arrivals in Indonesia. Despite explosive growth in the camp population of Galang (from about 2,500 to over 20,000 in less than 1 year) the Government of Indonesia continued to allow the asylum seekers to land and receive first asylum. Another element of the CPA is its emphasis on legal means of departure; in 1990, 48,131 Vietnamese emigrated legally from Vietnam to the United States.

In Europe and North America UNHCR programs to assist refugees totaled $36.4 million. East-West migration was a major focus in the region as reunification of Germany, the move towards democracy and liberalization in Eastern Europe, and unsettled conditions in the U.S.S.R. led countries to review refugee policies, asylum legislation and practices, and adjudication procedures in close consultation with UNHCR. UNHCR moved to assist the nations of Eastern Europe in addressing refugee and asylum issues, adoption of legislation or administrative regulations, new passport and travel regulations, and general support for UNHCR activities.

In 1990 UNHCR programs in Europe were designed primarily to assist refugees in transit and awaiting repatriation or permanent resettlement. UNHCR continued as Coordinator for Humanitarian Assistance in Cyprus; the United States contributed $8.3 million to UNHCR's Cyprus program.

UNHCR expenditures for refugee protection, care and repatriation in Latin America totaled $37.1 million in 1990, with the largest programs in Honduras, Costa Rica, Mexico and Nicaragua. Improvement in conditions in some countries of origin, camp fatigue and regional peace efforts spurred voluntary repatriation under UNHCR auspices. Some 8,000 Salvadoran refugees

returned home from Honduras during the first 3 months of the year, with only 2,300 remaining behind. Following the April 1990 inauguration of a democratic government in Nicaragua, UNHCR organized the voluntary repatriation of Nicaraguan refugees from Honduras and Costa Rica, some 35,000 of whom returned before the end of the year. UNHCR also implemented the UN program of care and repatriation for former Nicaraguan Resistance (RN) and their families in Honduras, which was successfully completed with the repatriation of almost 19,000 people. U.S. contributions to support these UNHCR programs totaled over $19.7 million.

At the same time, UNHCR continued and expanded protection and assistance activities and its search for durable solutions for refugee communities such as the 43,000 Guatemalans in southern Mexico. These people were being helped toward self-sufficiency while awaiting developments in Guatemala which would influence repatriation decisions.

UNHCR worked closely with both the affected nations of the Latin American region and prospective donor countries to stimulate progress on the Plan of Action of the 1989 International Conference on Central American Refugees (CIREFCA). A June 1990 follow-up meeting in New York led to significant donor country contributions for projects which aid reintegration of repatriates as well as those which enable refugees unwilling to repatriate to play meaningful roles in their countries of asylum.

During 1990 UNHCR expended $84.4 million to maintain large groups of refugees in Pakistan, Iran, Algeria and Mauritania.

UNHCR continued its joint program with Pakistan to provide food, shelter, health services, education and vocational training to over 3 million Afghans, while supporting Iran in assisting over 2 million Afghan refugees. With no political settlement to the Afghan conflict, large-scale repatriation of the world's largest refugee population was on hold. However, spontaneous return of significant numbers of refugees fron Baluchistan in the spring led UNHCR and WFP to implement a pilot repatriation project in August. A parallel effort was underway inside Afghanistan to assist Afghans returning from Iran. Meanwhile, UNHCR continues to work with the UN coordinator for Humanitarian Programs (UNOCA) on rehabilitation and reconstruction activities in Afghanistan. In 1990 the United States contributed $12 million to UNHCR's Afghan refugee program in Pakistan, bringing our total nonfood cash contributions since 1980 to over $228 million.

In North Africa, UNHCR continued to assist an estimated 80,000 refugees in the Tindouf area of Algeria. The UN Secretary General presented a report to the Security Council in June on moving toward a solution of the Western Sahara question which included an outline of an eventual UNHCR repatriation program. UNHCR also continued to assist 25,000 persons from Senegal who have sought refuge in Mauritania.

General Assembly

Twelve resolutions on refugee-related matters were introduced in the Third Committee; nine were related to refugees in Africa (including Chad, Djibouti, Ethiopia, Liberia, Malawi, Somalia and Sudan) and one each to refugees in Central America, to the Office of the High Commissioner, and to enlargement of the UNHCR Executive Committee.

Resolution 45/137, "International Conference on the Plight of Refugees, Returnees and Displaced Persons in Southern Africa," was adopted without a vote. The United States did not participate because it felt that the resolution did not adequately reflect progress that had occurred in the past year.

The United States did not participate in the action on resolution 45/138, "Enlargement of the Executive Committee of the Program of the UN High Commissioner for Refugees," because of its opposition in principle to expansion of executive committees or other governing bodies of UN specialized agencies and organizations.

The United States also did not participate in the adoption of refugee-related resolutions concerning Chad, Djibouti, Ethiopia, Malawi, Somalia and Sudan. The U.S. statement in the General Assembly was that combining these resolutions would contribute to rationalization and the reduction of duplication; elements of the Sudan resolution appeared inaccurate or inappropriate; and reactivation of the interim program for emergency assistance in Somalia required agreement on a broader framework, including security measures.

The United States supported the election of Sadako Ogata as UN High Commissioner for Refugees for a 3-year term of office beginning January 1, 1991. (Decision 45/319.)

In her statement before the Third Committee, the U.S. Representative to the Third Committee called upon the international community to renew its commitment to refugees, citing in particular the need for conflict resolution, amelioration of human rights conditions and full funding for UNHCR. The U.S. Representative praised UNHCR for its work, especially in the Gulf.

SOCIAL DEVELOPMENT

The 45th General Assembly adopted a number of resolutions relating to the world social situation, the aging, the disabled, the youth and the family.

Resolution 45/87, "World social situation," was adopted by a vote of 146 to 1 (U.S.), with 4 abstentions. The United States questioned both the relevancy and the language of the resolution, which did not contribute to the improvement of the world social situation in a meaningful way. Another

resolution concerning the world social situation, "Achievement of social justice" (Resolution 45/86), was adopted without a vote.

The United States considers the aging issue to be one of the most important in the UN social affairs area, and recognizes the global implications of a growing aging population. At the 45th session of the General Assembly, the United States joined consensus on a resolution entitled "Implementation of the International Plan of Action on Aging and related activities." (Resolution 45/106.) It designated October 1, 1990, as International Day for the Elderly, and recommended global discussion to review and appraise implementation of the International Plan of Action on Aging. It also took note of the establishment of the Banyan Foundation, an independent foundation on aging with UN patronage intended to serve as an international fund-raising vehicle for aging programs worldwide.

The United States supports UN programs for the disabled and traditionally cosponsors a General Assembly resolution on the disabled. The 45th UN General Assembly received the Secretary General's report on ways to mark the end of the International Decade of the Disabled in 1992, as directed by 1989 Assembly resolution 44/70. The United States joined consensus on a resolution entitled "Implementation of the World Program of Action concerning Disabled Persons and the UN Decade of Disabled Persons." (Resolution 45/91.) The resolution noted the Secretary General's suggestion to consider a ministerial-level world conference to mark the end of the Decade, but urged member states to promote action-oriented programs within existing resources instead.

The 45th UN General Assembly received a report of the Secretary General on youth issues as directed by the 1989 General Assembly resolution 44/59 and adopted a resolution entitled "Policies and programs involving youth" (Resolution 45/103) without a vote. The resolution called upon member states to promote educational and employment opportunities for youth, and directed the Secretary General to continue to develop methods facilitating communication and coordination among member states, the UN system and nongovernmental organizations on youth issues.

The United States strongly supports protection and strengthening of the family as the basic social and economic unit of society. The 45th UN General Assembly adopted resolution 45/133, "International Year of the Family," without a vote. This resolution requested the Secretary General to finalize a draft program for the preparation and observance of the International Year of the Family in 1994. The General Assembly also adopted resolution 45/134, "Followup to the guiding principles for developmental social welfare policies and programs in the near future, and the negative social consequences of alcohol use," without a vote. The resolution requested the Secretary General to report to the Commission for Social Development on the Expert Meeting on the Negative Social Consequences of Alcohol Use.

Part 5

Human Rights and Fundamental Freedoms

The UN Human Rights Commission (UNHRC) held its 46th annual session January 29 through March 9. ECOSOC subsequently considered the Commission's report at its first regular session for 1990 in New York May 1–25. Finally, the General Assembly's 45th session considered a lengthy agenda of human rights issues. The 42nd session of the Commission's expert Subcommission on the Prevention of Discrimination and Protection of Minorities was held August 6–31 in Geneva.

SITUATION IN CUBA

The situation of human rights and fundamental freedoms in Cuba again was a matter of prime concern to the United States in the 46th UN Human Rights Commission. At the 46th session there was a major victory for U.S. efforts to bring UN recognition of Cuban human rights abuses. The first action taken by a UN body on human rights violations in Cuba came in response to a 2-year international effort spearheaded by the United States, when the 44th (1988) session of the UN Human Rights Commission decided to send a team, the Cuba Working Group (CWG), to Cuba to investigate numerous allegations of systemic violations of human rights. The 400-page report prepared by the team, largely on the basis of its on-the-spot investigation, was presented to the 45th (1989) UN Human Rights Commission.

At the 45th UNHRC, the United States introduced a draft resolution calling on the CWG to continue scrutiny of Cuba and report to the 46th UNHRC. A competing draft resolution and procedural maneuvers resulted in compromise on a milder resolution calling for the Secretary General to maintain direct contacts with the Government of Cuba and take up the results "in an appropriate manner." The U.S. Government interpreted this language as calling for the Secretary General to follow up on issues raised in Commission deliberations and the CWG report, and to prepare his own report, to also cover questions of alleged reprisals against those Cubans who had cooperated with the CWG.

Despite public and private calls by the United States and others for a report by the Secretary General to the 46th UNHRC on his direct contacts, no such report

was submitted. The Secretary General did, however, indicate his willingness to prepare a report if formally requested. A U.S.-sponsored draft resolution expressed the Commission's concern over reports of official Cuban retaliation against witnesses who had testified before the CWG, called on the Government of Cuba to honor its repeated guarantees against such reprisals and also provide responses to Commission inquiries which had gone unanswered, and requested the Secretary General to provide the Commission with the result of his contacts with the Government of Cuba at the 47th (1991) Commission session. In a roll-call vote requested by Cuba, the draft resolution was adopted by a vote of 19 (U.S.) to 12, with 12 abstentions. (Resolution 1990/48.)

COOPERATION WITH UN REPRESENTATIVES

A new resolution with bearing on the question of human rights in Cuba, although not specifically naming Cuba, was 1990/76, "Cooperation with representatives of UN human rights bodies." Adopted without a vote, this resolution called upon all governments receiving representatives of UN human rights bodies to provide effective information and unhampered access to private individuals. It condemned all acts of intimidation or reprisal against private individuals or groups which seek to cooperate with the United Nations and representatives of its human rights bodies.

ELIMINATION OF ALL FORMS OF RELIGIOUS INTOLERANCE

At the 46th session of the UNHRC (1990), the United States cosponsored a draft resolution introduced by Canada entitled "Implementation of the Declaration on the Elimination of all Forms of Intolerance and of Discrimination Based on Religion or Belief," which was adopted by consensus. (Resolution 1990/27.) The resolution called upon states to take appropriate measures to combat religious intolerance, extended the mandate of the special rapporteur for an additional 2 years, and placed this subject on the agenda for the 47th session of the Commission.

In a statement before the Commission, U.S. Delegation member Congressman Christopher B. Smith noted with disappointment that despite repeated requests in General Assembly resolutions, the Declaration had not been published and made available in all six official languages of the United Nations. He also noted improvement in allowing religious practices in countries which had practiced systemic religious intolerance, but called for these improvements to be reflected in systemic changes ensuring freedom of religion and belief.

In its spring 1990 session in New York, ECOSOC adopted by consensus a draft decision on the implementation of the Declaration (Decision 1990/229), which confirmed the UNHRC resolution adopted on this subject. The 45th UN General Assembly adopted, by consensus, a resolution which reaffirmed the

principles of the 1981 Declaration and called for an end to religious intolerance. It also urged all states to consider disseminating the text of the Declaration in their national languages. (Resolution 45/136.)

OCCUPIED TERRITORIES OF THE MIDDLE EAST

Following a pattern unbroken since 1968, the Human Rights Commission debated the agenda item entitled "Question of the violation of human rights in the occupied Arab territories, including Palestine" as the first substantive topic of the 46th session. The United States has vigorously opposed this annual and fruitless debate for its unbalanced, inaccurate and inflammatory rhetoric condemning alleged Israeli human rights violations. Resolution 1990/1, introduced by Ireland and cosponsored primarily by EC member nations, affirmed the settlement of Israeli civilians in occupied territories was illegal and called on the Government of Israel to refrain from this practice. The United States called for a vote, and the resolution was adopted by 42 to 0, with one abstention (U.S.).

A two-part draft resolution was introduced on violations of human rights in occupied Palestine, which contained inflammatory and unsupported condemnations of alleged Israeli policies and practices. Part A of resolution 1990/2 passed by a vote of 38 to 1 (U.S.), with 1 abstention.

Part B focused upon the Geneva Convention relative to Protection of Civilian Persons in Time of War, and contained further allegations of Israeli violations. The draft resolution contained a provision which reaffirmed the Geneva Convention is applicable to all Arab territories occupied by Israel since 1967, including Jerusalem. In a separate vote on this paragraph, the United States voted in favor. Another operative paragraph welcomed accession of Palestine to the four Geneva Conventions of 1949; the United States opposed this paragraph since only states can accede to these Conventions and Palestine is not recognized internationally as an independent state. In a separate vote on this paragraph, it was adopted by 32 votes to 10 (U.S.), with 1 abstention. Part B of this resolution was adopted by a vote of 32 to 1 (U.S.), with 10 abstentions.

A companion resolution dealt with the human rights situation in occupied Syrian territories. This resolution contained numerous objectionable paragraphs, including unsubstantiated allegations against Israel. It was approved by a vote of 42 to 1 (U.S.), with no abstentions, and many European nations which had abstained in earlier UNHRC sessions on similar resolutions voted in favor of this draft. (Resolution 1990/3.)

RACIAL DISCRIMINATION IN SOUTHERN AFRICA

In its special session on apartheid in December 1989, the General Assembly achieved an unprecedented consensus on the final resolution. At the 46th UNHRC, however, African countries abandoned the consensus of little more

than a month earlier and opted to retain language highly condemnatory of South Africa.

Racial discrimination and apartheid were considered at the 46th Commission session under a cluster of four agenda items, which appear on its agenda year after year. In the debate, the representative of the U.S. Delegation expressed the revulsion the U.S. Government feels toward apartheid. He presented a defense of U.S. policies *vis-a-vis* South Africa and outlined what America was willing to do to end this degrading system. He asked the U.S. policy of moderation and gradual change be given time to succeed.

The United States has for several years sought at least one draft resolution on South Africa and apartheid which expressed the universal condemnation of the apartheid system felt by all delegations but which did so in balanced and noninflammatory terms. As in previous sessions of the UNHRC, the United States was again able to join consensus on a resolution about the detention of children in South Africa. (Resolution 1990/11.)

Resolution 1990/8 concerning the situation of human rights in southern Africa contained general condemnations of apartheid, of alleged "wanton acts of aggression and destabilization," and a number of other provisions which the U.S. Government could not accept. A roll-call vote on operative paragraph 9, which contained the most condemnatory language failed by a vote of 31 to 10 (U.S.), with 2 abstentions. In the vote on the resolution as a whole, it was adopted by 32 votes to 2 (U.S.), with 9 abstentions. Another draft resolution based on the report by the Commission's *Ad Hoc* Working Group of Experts on Southern Africa dealt with the situation of human rights in South Africa and contained the same type of unhelpful and unbalanced condemnation of South Africa, along with a call for adoption of comprehensive and mandatory sanctions. The vote on this resolution was 35 to 2 (U.S.), with 6 abstentions. (Resolution 1990/26.)

The report of the visit to Namibia by the *Ad Hoc* Working Group on Southern Africa was the subject of a related draft resolution, which announced Commission satisfaction with the implementation of UN resolutions for the settlement of the question of Namibia and requested the Secretary General to provide Namibia with advisory services and technical assistance in the field of human rights. The resolution was adopted without a vote. (Resolution 1990/60.)

The United States voted against two resolutions entitled "The adverse consequences for the enjoyment of human rights of political, military, economic and other forms of assistance given to colonial and racist regimes in southern Africa." The first, introduced by Egypt, was similar to draft resolutions from earlier years. It was adopted 31 to 8 (U.S.), with 4 abstentions. (Resolution 1990/22.) The United States and others rejected provisions of that resolution which condemned various forms of economic

activity carried out by Western corporations in South Africa. At the same meeting, the Commission considered a second draft resolution under this title, which recommended that ECOSOC endorse the report on this subject submitted by the Special Rapporteur of the Subcommission on Prevention of Discrimination and Protection of Minorities. This resolution was adopted by a vote of 32 to 8 (U.S.), with 3 abstentions. (Resolution 1990/23.)

Resolution 1990/12 concerned implementation of the International Convention on the Suppression and Punishment of the Crime of Apartheid, and was approved by a vote of 32 to 2 (U.S.), with 9 abstentions. The United States opposed it in large part because it contained provisions equating apartheid with genocide and condemned transnational corporations engaged in legal activities. In earlier roll-call votes the United States had also voted against individual paragraphs containing such language, but each was retained by a large margin.

Finally, a resolution relating to implementation of the Second Decade to Combat Racism and Racial Discrimination was adopted without a vote. (Resolution 1990/13.) The resolution covered the Program of Action for the Second Decade. In an explanation of position, the United States noted it did not participate in this vote, following a long held policy of nonparticipation in voting on resolutions relating to the Second Decade. The policy of nonparticipation dates from UN General Assembly adoption in 1975 of a resolution equating Zionism with racism.

ECOSOC in May again considered the situation of human rights in South Africa. A resolution was passed on the implementation of the Program of Action for the Second Decade to Combat Racism and Racial Discrimination. (Resolution 1990/49.) The vote was 42 to 0, with 10 abstentions, but for reasons given above the United States did not participate in the vote. ECOSOC also adopted resolutions on adverse consequences of assistance to South Africa (Resolution 1990/34) and infringements of trade union rights in South Africa. (Resolution 1990/44.) The former was adopted by a vote of 35 to 7 (U.S.), with 7 abstentions, while the latter was adopted without a vote.

At the 45th UN General Assembly, a number of resolutions were adopted on racial discrimination and apartheid, including a Third Committee version of the Commission's "adverse consequences" resolution. As in the Commission, the United States opposed this resolution, which was adopted by a vote of 120 to 9 (U.S.), with 22 abstentions. (Resolution 45/84.) The United States again did not participate in the vote on a resolution relating to the Second Decade to Combat Racism and Racial Discrimination, which was adopted without a vote. (Resolution 45/105.) The resolution contained operative paragraphs encouraging governments to continue supporting the Decade program and endorsing certain measures under that program. The United States joined consensus on a resolution concerning the torture and inhuman treatment of children in detention in South Africa. (Resolution 45/144.)

Resolution 45/90 concerning the status of the International Convention on the Suppression and Punishment of the Crime of Apartheid was approved by a vote of 120 to 1 (U.S.), with 30 abstentions. U.S. opposition was due mainly to references to apartheid as a "crime against humanity," a term which the United States interprets strictly in keeping with its accepted definition in international law, a definition not applicable to apartheid. The United States also disagreed with the resolution's characterization of apartheid as the root cause of all conflict in southern Africa and with its claims that transnational corporations operating in South Africa are committing the crime of apartheid. A resolution on the report of the Committee on the Elimination of All Forms of Racial Discrimination was adopted without a vote (Resolution 45/88), as was a resolution on the status of the International Convention on the Elimination of All Forms of Racial Discrimination. (Resolution 45/89.)

SELF-DETERMINATION

At its 46th session, the Human Rights Commission adopted a number of resolutions on the right to self-determination, a recurring agenda item.

A resolution on Western Sahara urged a continuation of direct dialogue established between all parties to the conflict toward a political solution of the question. The resolution was adopted without a vote. (Resolution 1990/4.)

The Chairman once again put forward a resolution on the situation in Afghanistan, which welcomed the completion of withdrawal of foreign troops from Afghanistan and emphasized the need for an early start of intra-Afghan dialogue for establishment of a broad-based government which would enable the Afghan people freely to exercise their right to self-determination. It was approved without a vote. (Resolution 1990/5.)

A draft resolution was again introduced on the right of self-determination for Palestine. A number of the resolution's preambular and operative paragraphs were directed specifically against Israel, such as operative paragraph one which called the Israeli occupation of Palestinian territory "a gross violation of human rights and an offense against the peace and security of mankind." In a roll-call vote, this paragraph was retained 30 to 7 (U.S.), with 5 abstentions. The resolution as a whole was approved by a vote of 30 to 1 (U.S.), with 10 abstentions. (Resolution 1990/6.)

The question of self-determination for Cambodia was addressed in a resolution whose principal operative paragraphs recount conditions deemed necessary for restoration of an independent and neutral Cambodia, and call upon all parties to strive for a comprehensive political settlement to end human rights abuses. The resolution was approved by a vote of 31 (U.S.) to 5, with 6 abstentions. (Resolution 1990/9.) ECOSOC passed decision 1990/256 on self-determination in Cambodia, which was complementary to this UNHRC resolution, by a vote of 30 (U.S.) to 4, with 18 abstentions.

Cuba introduced in the Commission a draft resolution on the U.S. intervention in Panama at the end of 1989 as a follow-on to General Assembly resolution 44/240 on the same subject, also a Cuban initiative. A revised version of the draft resolution eliminated all direct references to the United States, reflecting a marked decline in support for an anti-U.S. resolution on the intervention in Panama since passage of the General Assembly resolution. Roll-call votes on several draft paragraphs passed by only modest margins, and the resolution as a whole was adopted by a vote of 14 to 8 (U.S.), with 17 abstentions. The majority of the Latin American states either opposed the resolution or abstained.

At the 45th UN General Assembly, two more resolutions concerning the right to self-determination were approved. A general resolution entitled "Universal realization of the right of peoples to self-determination" firmly opposed acts of foreign military intervention, aggression and occupation, since these have resulted in the suppression of the right of peoples to self-determination and other human rights in certain parts of the world. The resolution was approved without a vote. (Resolution 45/131.) A much more controversial draft resolution, with 37 operative paragraphs and featuring numerous provisions directed at Western policies and Israel, in both South Africa and "Palestine," contained a strong call for sanctions against South Africa. The resolution was approved by a vote of 113 to 15 (U.S.), with 23 abstentions. (Resolution 45/130.)

On the issue of mercenaries, the Commission approved a resolution entitled "The use of mercenaries as a means to impede the exercise of the right of peoples to self-determination" by a vote of 31 to 10 (U.S.), with 1 abstention. (Resolution 1990/8.) The United States opposed this resolution, which urged states to prohibit recruitment, financing, training and transit of mercenaries, as outside the Commission's mandate and duplicative of work being done by the General Assembly's Sixth Committee. The General Assembly approved by a vote of 121 to 10 (U.S.), with 21 abstentions, a resolution on "The use of mercenaries as a means to violate human rights and to impede the exercise of the right of peoples to self-determination." (Resolution 45/132.) The United States opposed the resolution for its unbalanced criticism of South Africa (for alleged use of armed mercenaries against national liberation movements and to destabilize other southern African states), as well as for its duplicative nature.

ECONOMIC, SOCIAL AND CULTURAL RIGHTS

During 1990 sessions of UN human rights bodies, less developed nations continued to press claims to economic, social and cultural "rights," stressing in particular the so-called right to development. In general, it is the view of the United States that economic, social and cultural progress are important goals for government economic and social policies to be achieved progressively, but they are essentially different from civil and political rights which by nature should be granted immediately.

Under an agenda item on the "Question of the realization in all countries of the economic, social and cultural rights contained in the Universal Declaration of Human Rights and in the International Covenant on Economic, Social and Cultural Rights, and study of special problems which the developing countries face in their efforts to achieve these human rights," the 46th session of the Commission received a preliminary report on the realization of rights prepared by the special rapporteur appointed by the Subcommission on Prevention of Discrimination and Protection of Minorities. The 1990 Commission also adopted five resolutions under this agenda item.

Yugoslavia carried forward its special interest in the subject of popular participation in development and in the full realization of all human rights. It proposed a resolution that took note of a Secretary General's report on comments collected on the subject from governments, specialized agencies and nongovernmental organizations. The resolution also requested the Secretary General to report to the 47th (1991) session of the Commission on the extent to which the right to participation has been established at the national level. It was approved without a vote. (Resolution 1990/14.)

Another Yugoslavian draft resolution on the right to development was also introduced. Before the vote, the U.S. Delegation stated that although the resolution would be adopted without a vote, the United States would not participate. (Resolution 1990/18.) The resolution called for further activities regarding implementation of the Declaration on the Right to Development. ECOSOC approved a decision on the right to development (Decision 1990/225), which approved Human Rights Commission resolution 1990/18.

A draft resolution before the Committee on trade union rights, appealing to all states to ensure that persons can exercise trade union rights freely and in full, was adopted without a vote. (Resolution 1990/16.)

Also adopted without a vote was a draft resolution which welcomed and encouraged the efforts of the Committee on Economic, Social and Cultural Rights to implement such rights. (Resolution 1990/17.) A final resolution under this agenda item dealt with the effects of foreign debt on the enjoyment of human rights, in particular the right to development. The draft resolution also called for specific consideration of this topic at the 47th (1991) session of the Commission. This resolution was approved by a vote of 36 to 2 (U.S.), with 5 abstentions. (Resolution 1990/24.)

The UN General Assembly generally considers development issues under the agenda item entitled "Alternative approaches and ways and means within the UN system for improving the effective enjoyment of human rights and fundamental freedoms." Resolution 45/96, bearing this title, was adopted by a vote of 121 to 1 (U.S.), with 29 abstentions; the resolution maintained that the right to development is an inalienable human right. Resolution 45/97 on the right to development stressed the need for a continuing evaluation mechanism

to implement the Declaration on the Right to Development and was adopted without a vote. The United States did not participate in adoption of the latter resolution, and stated its position that questions of development belonged in other UN forums, not human rights forums.

The United States drafted and introduced a resolution on "Respect for the right of everyone to own property alone as well as in association with others and its contribution to the economic and social development of member states." The resolution requested the Commission to consider how the right to own property contributes to development of individual liberty and initiative, thereby enhancing the exercise of other human rights and fundamental freedoms. It was adopted without a vote. (Resolution 45/98.)

The General Assembly again addressed the topic of "Achievement of social justice" by adopting by consensus resolution 45/86, which expressed the sense of the General Assembly that:

> . . . the common purpose of the international community must be to forge from varied economic, social and political conditions a global environment of sustained development, full enjoyment of human rights and fundamental freedoms, and social justice and peace.

NATIONAL INSTITUTIONS

The Commission adopted without a vote a resolution on national institutions for promotion and protection of human rights. The resolution welcomed a regional Asia-Pacific workshop on the experiences of different regions and countries in the establishment of such institutions and requested the Center for Human Rights to continue efforts to promote cooperation between the United Nations and regional or national institutions for human rights. (Resolution 1990/73.) This issue is considered biennially by the UN General Assembly and was not addressed by the 45th General Assembly.

FREE ELECTIONS

Since 1988 the United States has promoted a high-profile initiative in UN human rights bodies on enhancing the effectiveness of the principle of periodic and genuine elections. This matter was not considered by the Commission during 1990, but at the 45th General Assembly the United States put forth an expanded draft resolution which incorporated calls for a formal mechanism by which the United Nations could provide electoral assistance at the request of member states. This new element in the U.S. initiative came as a result of President Bush's call for such electoral assistance in his address to the General Assembly.

The U.S. Delegation proposed a text which affirmed the value of UN electoral assistance provided at the request of member states. The Delegation requested the Secretary General to gather and report on the views of member

states and nongovernmental organizations on ways in which the United Nations could respond to requests for such electoral assistance. Cuba proposed amendments which would have robbed the resolution of most of its substantive contents, and the United States in turn proposed subamendments to the Cuban amendments restoring the draft's strength. The U.S. subamendments were accepted and the resolution as a whole was adopted by a vote of 129 (U.S.) to 8, with 9 abstentions. (Resolution 45/150.)

DETENTION OR IMPRISONMENT

The Human Rights Commission annually examines the question of the human rights of all persons subjected to any form of detention or imprisonment. This agenda item includes subissues of torture and other cruel, inhuman or degrading treatment or punishment; enforced or involuntary disappearances; the administration of justice; and the right to freedom of expression and opinion.

The subject of torture was addressed in several resolutions. A resolution cosponsored by the United States, dealing with the status of the Convention Against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment, was adopted without a vote. (Resolution 1990/28.) The Commission also adopted without a vote a resolution, again cosponsored by the United States, encouraging support for the UN Voluntary Fund for Victims of Torture. (Resolution 1990/29.) A third resolution on torture and other cruel, inhuman or degrading treatment or punishment was also adopted without a vote. This resolution commended the special rapporteur for his report to the Commission, noted his conclusions about the relationship between torture and incommunicado detention under national law, and called upon all states to sign and accede to the Convention Against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment as soon as possible. (Resolution 1990/34.)

In the course of deliberation of this section of the agenda item, the U.S. Representative made a moving statement condemning torture wherever it occurred, drawing on his own experiences as a political prisoner for 22 years in Cuba.

Concerning enforced or involuntary disappearances, a resolution which commended the Working Group on Enforced or Involuntary Disappearances for its work and urged as many governments as possible to cooperate with the working group, was adopted without a vote. (Resolution 1990/30.) It also renewed for 2 years the mandate of the Working Group on Enforced or Involuntary Disappearances. A resolution on hostage-taking which strongly condemned those who take hostages, whatever their motives, was adopted without a vote. (Resolution 1990/36.) It asked the Secretary General, when requested by a state, to employ all means at his disposal to secure the release of hostages.

The Commission adopted also without a vote a resolution on human rights in the administration of justice. (Resolution 1990/81.) It called upon member states to ensure effective implementation of international standards relating to human rights in the administration of justice. Following the vote, the United States made an explanation of position, noting it had been able to join consensus only after elimination of references to the Second Optional Protocol to the International Covenant on Civil and Political Rights, which deals with abolition of the death penalty. The United States felt that reference to this contentious issue was inappropriate to a traditionally consensus resolution. The Commission adopted without a vote a related resolution on the independence and impartiality of the judiciary, jurors and assessors, and the independence of lawyers. (Resolution 1990/33.)

The Commission adopted without a vote a resolution on the right to freedom of expression and opinion. (Resolution 1990/32.) Two other resolutions were adopted without a vote. The first expressed the Commission's concern at repeated incidents of excessive use of force by law enforcement officials in different parts of the world and called on the Secretary General to provide assistance to related training programs. (Resolution 1990/37.) The second addressed the question of compensation for victims of gross violations of human rights. (Resolution 1990/35.) Finally, the Commission adopted without a vote a resolution requesting the Secretary General to continue his efforts to secure the release of UN personnel held in detention, and to ensure that privileges and immunities of international civil servants are fully respected. (Resolution 1990/31.)

ECOSOC adopted a resolution on principles and guarantees for the protection of persons detained on grounds of mental ill health and authorized an open-ended working group of the Human Rights Commission to meet before the Commission's 47th session to continue work on the draft principles and guarantees. (Resolution 1990/37.)

At the 45th General Assembly, resolutions 45/142 and 45/143, both adopted without a vote, dealt respectively with the status of the Convention Against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment and the status of the UN Voluntary Fund for Victims of Torture in terms similar to those contained in the two resolutions adopted by the UN Human Rights Commission.

The subject of enforced or involuntary disappearances was again addressed by a General Assembly resolution, noting that the Subcommission's Working Group on Detention had completed preparation of a draft declaration on the protection of all persons from enforced or involuntary disappearances, which would be transmitted to the UNHRC for consideration. It was adopted without a vote. (Resolution 45/165.)

The General Assembly also addressed human rights in the administration of justice. Resolution 45/166, adopted without a vote, emphasized the

importance of full and effective implementation of UN norms and standards on human rights in the administration of justice and invited the Subcommission to study implementation of these norms and standards.

INTERNATIONAL HUMAN RIGHTS INSTRUMENTS

The drafting and adopting of conventions or declarations setting standards for human rights proceeded in four areas during 1990.

Rights of the Child

In the United Nations, 1989 represented the 30th anniversary of the Declaration on the Rights of the Child and the 10th anniversary of the International Year of the Child. At the 44th (1989) General Assembly, the Convention on the Rights of the Child was adopted without a vote and opened for signature, ratification and accession. At the 1990 session of the Commission, consensus approval was given to resolution 1990/74, which called on states to consider joining the Convention.

The 45th General Assembly adopted resolution 45/104, "Convention on the Rights of the Child," without a vote; the resolution welcomed the successful holding of the World Summit for Children at the United Nations in September and expressed the General Assembly's satisfaction that the Convention had entered into force.

Human Rights of Migrant Workers

A working group on the drafting of an International Convention on the Protection of the Rights of All Migrant Workers and Their Families was established by the UN General Assembly in 1979. At the 46th UNHRC a resolution, adopted without a vote, welcomed the progress which the working group had been making. (Resolution 1990/44.) The United States joined consensus, although it noted on numerous occasions its reservations about the draft convention: that the International Labor Organization is the proper forum for such an endeavor and that two multilateral treaties on the rights of migrant workers already exist. (ILO Conventions Nos. 95 and 143.)

During a summer session, the working group continued the second reading of the draft convention and completed remaining articles. At the 45th General Assembly, the draft convention was presented along with a resolution calling for its adoption. Resolution 1990/158 was adopted by consensus, and the Convention was opened for signature and ratification.

Human Rights Defenders

In 1984 the Commission established an open-ended working group to draft a "Declaration on the Right and Responsibility of Individuals, Groups and Organs

of Society to Promote and Protect Universally Recognized Human Rights and Fundamental Freedoms," frequently called the "Human Rights Defenders Declaration." Sessions of the open-ended working group were held prior to and during the 46th Human Rights Commission in 1990. The Commission adopted without a vote a resolution cosponsored by the United States, which welcomed significant progress made during working group sessions in 1990. The Commission decided to make appropriate time available to the working group for continuing its drafting prior to and during the 47th UNHRC. (Resolution 1990/47.)

Rights of Minorities

Work on a draft Declaration on the Rights of Persons Belonging to National, Ethnic, Religious and Linguistic Minorities proceeded during the 46th UNHRC session. The 1990 sessions of the open-ended working group on this subject completed the first reading of a draft declaration. In resolution 1990/45, adopted without a vote, the Commission recommended the working group meet again before and during the Commission's 47th session to complete the second reading of the draft declaration.

At its first regular session ECOSOC adopted decision 1990/146, which approved this Commission decision. The General Assembly, in decision 45/434, by consensus deferred consideration of this topic until the draft declaration is completed.

YOUTH AND HUMAN RIGHTS

The topic of youth and human rights is considered biennially by the Commission and was not taken up at the 46th Commission session. The General Assembly, however, considers this topic annually, and it is discussed above in the section on *Social Development*.

INTERNATIONAL YEAR FOR THE WORLD'S INDIGENOUS PEOPLES

The 46th UNHRC adopted a decision by consensus which recommended the General Assembly proclaim 1993 or another appropriate year an International Year for the World's Indigenous Peoples. (Decision 1990/113.) ECOSOC acted on this recommendation by adopting decision 1990/248. The 45th General Assembly in turn adopted resolution 45/164 by a vote of 150 (U.S.) to 0, with 4 abstentions. The resolution proclaimed 1993 as the International Year for the World's Indigenous Peoples, "with a view to strengthening international cooperation for the solution of problems faced by indigenous communities in such areas as human rights, the environment, development, education, health, and so on." It also requested the 47th UNHRC consider possible UN activities in connection with the year.

REVIEW OF THE WORK OF THE SUBCOMMISSION ON MINORITIES

The Commission's annual agenda includes a review of the work of its Subcommission on the Prevention of Discrimination and Protection of Minorities, including the Subcommission's report on its next recent session and draft resolutions and decisions recommended to the Commission by the Subcommission. In debate under this item at the 46th session of the Commission the U.S. Permanent Representative to the United Nations in Geneva delivered the U.S. statement on reform of the Subcommission. He noted the essence of the Subcommission was the expertise and independence of its members, but that both of these characteristics had been eroded. He also noted the Subcommission had taken on its own agenda and projects which had impaired its efficiency. Much of the fault, he stated, was in the Commission's failure to provide the Subcommission with appropriate guidance and clear instructions, and he called on the Commission to work toward reform of the Subcommission to recover its original value at a time when ethnic, religious and national tensions were rising in many countries.

The review of the work of the Subcommission culminated in the adoption without a vote of resolution 1990/64, which drew together the principal points of the discussion and called them to the attention of the Subcommission. The resolution emphasized the expert nature of the work which the Subcommission was to perform and proposed measures to bring the Subcommission's study program into better balance with the Commission's needs. It also called upon states to nominate for Subcommission membership persons who were truly independent experts.

In an explanation of vote, the U.S. Representative pointed out resolution 1990/64 followed similar measures adopted by the 44th and 45th sessions of the Commission. He expressed the U.S. fear that instead of constituting another step toward strengthening the oversight role of the Commission over the Subcommission, the latest resolution might be seen by the Subcommission as a sign of "business as usual" and not calling for serious reform. He emphasized that although the United States had joined consensus on the resolution, it still did not satisfy the obligation of the Commission to guide the Subcommission in its work.

The Commission approved without a vote a resolution which expressed general support for the work being carried out by the Subcommission's Working Group on Indigenous Populations and urged the working group to continue its efforts to complete, as soon as possible, a set of draft international standards based on a continued and comprehensive review of developments pertaining to the promotion and protection of the human rights of indigenous populations. (Resolution 1990/62.)

The Commission also endorsed resolution 1990/63 on slavery and slavery-like practices. Adopted without a vote, it contained general provisions which

highlighted the existence of certain slavery-like practices and contained recommendations to governments designed to cope with these situations. The resolution also reiterated the Commission's request to the Secretary General to designate the Center for Human Rights as the focal point for coordination of UN activities for suppression of contemporary forms of slavery.

Under this agenda item, the Commission also adopted other resolutions without a vote: discrimination against persons with human immuno-deficiency virus (HIV) or the acquired immuno-deficiency syndrome (AIDS) (Resolution 1990/65); human rights in times of armed conflicts (Resolution 1990/66); program of action for the prevention of sale of children, child prostitution and child pornography (Resolution 1990/67); a further resolution on the sale of children, which established a new thematic special rapporteur on this subject (Resolution 1990/68); and the status of the individual in contemporary international law (Resolution 1990/69).

VIOLATIONS OF HUMAN RIGHTS

An important recurring topic on the Commission's agenda, violations of human rights in any part of the world, again occupied a major part of the Commission's time at its 46th session. A subitem concerns human rights situations in particular countries brought to the Commission's attention under confidential procedures established by ECOSOC resolution 1503 (XLVIII). The Commission took up in closed sessions the human rights situations in five countries (Brunei Darussalam, Haiti, Burma, Paraguay and Somalia); the Chairman of the Commission subsequently announced that human rights situations in Brunei Darussalam, Haiti and Paraguay were no longer under consideration.

In the public debate under this agenda item, the head of the U.S. Delegation to the Commission explained the views of the U.S. Government on human rights situations in Poland, Romania, Albania, Chile, South Africa, Somalia, China, Iran, Iraq, Cambodia, Sri Lanka, East Timor, Burma, North Korea, Vietnam, Nicaragua, El Salvador, Guatemala and Cuba. He expressed the excitement and satisfaction the people of the United States felt toward developments, for example, in Eastern Europe, where movement toward democracy also implied greater respect for human rights. He also noted, however, there were still too many areas in which grave human rights problems remained, and called on the Commission members to contribute to the international discussion of human rights in a spirit of respect for those who suffer at the hands of unfair governments.

In public session, the Commission adopted a number of resolutions dealing with human rights situations in specific countries. The U.S. initiative, which led to a resolution expressing grave concern over the human rights situation in Cuba (see above) was among these resolutions. One draft resolution regarding the human rights situation in China was the subject of a no-action motion. In a

roll-call vote, the motion was adopted by 17 votes to 15 (U.S.), with 11 abstentions. The Commission thus did not have the opportunity to consider a draft resolution, cosponsored by the United States.

A resolution on the situation in southern Lebanon expressed grave concern over Israeli action in southern Lebanon, condemned human rights violations by Israel, and called on Israel to put an immediate end to repressive practices and to withdraw totally and unconditionally from all Lebanese territory. The resolution did not refer to the presence of other foreign troops in Lebanon or to the responsibility of the various Lebanese factions and militias for the country's turmoil, as the U.S. Delegation emphasized in an explanation of position. In a roll-call vote requested by the United States, the resolution was adopted 41 to 1 (U.S.), with 1 abstention. (Resolution 1990/54.)

Concerning human rights in Iran, the Commission heard the report of the special representative based in part on his brief first visit to Iran in January. The Commission also considered a draft resolution which expressed appreciation to the Government of Iran for making the first visit possible and for extending an invitation for the special representative to visit Iran a second time. The resolution also noted that allegations of human rights violations continued, and that testimony gathered by the special rapporteur likewise reiterated complaints of a variety of abuses. It called on the Government of Iran to comply with international instruments on human rights, and it extended the mandate of the special representative for a further year. The resolution on the human rights situation in Iran was adopted without a vote. (Resolution 1990/79.) Following the vote, the U.S. Representative stated that while the United States had joined consensus on the resolution, it was still deeply disturbed by the lack of evidence that the Government of Iran had sought to moderate its grave human rights violations.

The special rapporteur for Afghanistan presented another report on the question of human rights and fundamental freedoms in Afghanistan. A draft resolution expressed deep concern over continued armed conflict in Afghanistan and the plight of refugees from that country. It called on all parties to work for a comprehensive political solution, which would permit full enjoyment of human rights by the Afghanistan people, and it extended the mandate of the special rapporteur for another year. The draft resolution was approved without a vote as resolution 1990/53.

In recent sessions of the Commission, the question of human rights in Chile has been considered under a separate agenda item. At the outset of this session, however, the Commission recognized progress in respect for, and protection of, human rights in Chile by incorporating it under this agenda item. A draft resolution noted the recent electoral process in Chile and the restoration of civilian government, along with the statements made by the government-elect on the furtherance of human rights. The resolution also noted certain areas in the field of human rights where particular progress was

necessary, and called on the new government to report on progress at a special meeting during the 47th session of the Commission. The mandate of the special rapporteur was not renewed, and the resolution was adopted without a vote. (Resolution 1990/78.)

Following a report by the special representative on human rights in El Salvador, a draft resolution was adopted without a vote. In addition to extending the mandate of the special representative, the resolution presented a relatively unbalanced description of the situation in El Salvador, one-sidedly overstating the role of the government in human rights abuses. (Resolution 1990/77.) Although the United States joined consensus on the resolution, it also made an explanation of vote in which it stated specific objections, for example, to accusations of systematic use of torture by the Government of El Salvador.

Two more country-specific resolutions on human rights involved Albania and Romania. A draft resolution cosponsored by the United States noted that although the human rights situation in Albania had been under consideration by the Human Rights Commission since 1984, the Government of Albania had responded only once, to a 1989 inquiry of the Special Rapporteur on Religious Intolerance regarding Albania's implementation of the declaration against religious intolerance. The resolution called on Albania to provide concrete replies to Commission inquiries and decided to continue consideration of this question at the 47th UNHRC session. In a roll-call vote, the resolution was adopted as resolution 1990/49 by a vote of 27 (U.S.) to 3, with 12 abstentions.

A draft resolution on the human rights situation in Romania noted that recent events had created new and improved prospects. It called on the Government of Romania to give special attention to human rights, and extended the mandate of the special rapporteur for a further year. The resolution was adopted without a vote. (Resolution 1990/50.)

The Commission decided without a vote to postpone until the 47th session its scheduled consideration of the question of human rights in Cyprus.

In addition to country-specific resolutions, the Commission adopted two resolutions dealing with more general human rights problems. One of them, proposed by several cosponsors including the United States, dealt with human rights and mass exoduses and was approved without a vote. (Resolution 1990/52.) The Commission also approved without a vote a resolution concerning the continuing problem of summary or arbitrary executions in various parts of the world. (Resolution 1990/51.) The text of the resolution was based upon a report submitted to the Commission by its special rapporteur on summary or arbitrary executions; it encouraged broader governmental cooperation with his efforts and extended the mandate of the special rapporteur by 2 years.

The 45th General Assembly considered country-specific resolutions on the human rights situations in four countries: Iran, Afghanistan, El Salvador and occupied Kuwait.

After several years of opposition to an investigatory visit by the UN special representative on the human rights situation in Iran, the Government of Iran during the 44th General Assembly (1989) presented the Chairman of the General Assembly with a formal invitation to the special representative. The 45th General Assembly adopted without a vote a resolution which noted the two visits that had been made to Iran by the special representative, and called upon Iran to intensify its efforts to investigate and rectify the human rights issues raised by the special representative in his reports. (Resolution 45/173.)

Resolution 45/174 on the situation of human rights in Afghanistan was also adopted without a vote. It welcomed the cooperation of the Afghan authorities with the special rapporteur on the situation of human rights in Afghanistan. It also urged all parties to the conflict in Afghanistan to work for achievement of a comprehensive political solution which would permit the return of refugees and full enjoyment of human rights by all Afghans, and it decided to continue consideration of human rights in Afghanistan at the 46th General Assembly.

The human rights situation in El Salvador was the subject of resolution 45/172, adopted without a vote. The resolution expressed satisfaction at progress that had been made in negotiations between the Government of El Salvador and anti-government forces, but expressed deep concern at the persistence of politically motivated violations of human rights as well as the unsatisfactory capacity of the judicial system.

By a vote of 144 (U.S.) to 1, with no abstentions, the General Assembly soundly condemned the Iraqi authorities and the occupying forces for violations of human rights committed against the people of Kuwait and third-country nationals there. The resolution also condemned the rejection by Iraq of offers to send humanitarian assistance, especially medicine, to the Kuwaiti people under occupation and requested the 47th session of the UNHRC to consider the subject of human rights in occupied Kuwait. Iraq cast the sole vote against this resolution. (Resolution 45/170.)

A resolution on human rights and mass exoduses, similar in terms to those contained in the resolution of the Human Rights Commission, called for continued attention to an early warning arrangement which would help avert new massive flows of refugees and displaced persons. The resolution was adopted without a vote. (Resolution 45/153.) The General Assembly also adopted without a vote resolutions on summary or arbitrary executions and on the question of enforced or involuntary disappearances. (Resolutions 45/162 and 45/165.)

ADVISORY SERVICES

The Human Rights Advisory Services Program is based on General Assembly resolution 926 (X) adopted in 1955, and under this program the Secretary General reports annually to the Human Rights Commission. His report covers three aspects of the program: advisory services of experts, fellowships and scholarships and seminars. At the 46th session of the Human Rights Commission, seven resolutions were adopted under the Advisory Services item, all without a vote. A general resolution was designed to record the Commission's continuing interest in this program; its operative paragraphs encouraged the Secretary General to promote activities under the program. (Resolution 1990/58.) The Commission also adopted resolution 1990/59 on the Voluntary Fund for Advisory Services and Technical Assistance in the Field of Human Rights, urging governments to provide greater support for the voluntary fund.

In resolution 1990/80, the Commission expressed appreciation for the report of the departing expert on the services he had provided to Guatemala and requested the Secretary General to appoint a new independent expert to examine the human rights situation there. Resolution 1990/56 noted the report of the expert who had provided services to Haiti over the past year and requested the Secretary General to appoint a new independent expert. In resolution 1990/57, the Commission took note of a report submitted by an expert on services provided to the Government of Equatorial Guinea under the advisory services program. The Government of Equatorial Guinea was requested to give appropriate consideration to implementing the plan of action proposed by the Advisory Services Program.

Resolution 1990/61 noted progress of democratization in Paraguay in such areas as freedom of the press, as well as the signing by that country of the American Convention on Human Rights. Resolution 1990/60 commended the people of Namibia for adopting a democratic constitution, terminated the mandate of the working group on questions relating to Namibia, and requested the Secretary General to provide advisory services and technical assistance in the field of human rights as requested by the future government of Namibia.

TOTALITARIAN AND OTHER IDEOLOGIES AND PRACTICES

This biennial agenda item, the full title of which is "Measures to be taken against all totalitarian or other ideologies and practices, including Nazi, fascist and neofascist, based on racial or ethnic exclusiveness or intolerance, hatred, terror, systematic denial of human rights, or fundamental freedoms or which have such consequences," has traditionally been of special interest to Eastern European countries. A resolution on this theme was adopted by consensus. (Resolution 1990/46.) It condemned all forms of totalitarian ideology in language similar to that of earlier resolutions but, in a break with earlier practice,

it did not call for the continued consideration of this subject at specific future sessions of the UNHRC.

INTERNATIONAL COVENANTS ON HUMAN RIGHTS

The status of the International Covenants on Human Rights is the subject of an annual report to the Commission by the Secretary General. At its 46th session the Commission considered four draft resolutions on this topic, all of which were approved without a vote. Resolution 1990/19 was on the status of the Genocide Convention. Resolution 1990/20 made a general appeal for more states to become parties to the Covenants, and urged governments to give the widest possible distribution to the texts of these Covenants. Resolution 1990/21 concerned computerization of the work of human rights treaty-monitoring bodies under international instruments on human rights. Resolution 1990/25 dealt with effective functioning of bodies established pursuant to UN human rights instruments.

The 45th UN General Assembly adopted without a vote a resolution which urged governments to become parties to the Covenants and to support actively their implementation mechanisms. (Resolution 45/135.) In addition, the General Assembly adopted without a vote a resolution on the status of the Convention on the Prevention and Punishment of the Crime of Genocide urging states that had not already done so to ratify the Convention. (Resolution 45/152.)

REGIONAL ARRANGEMENTS

Carrying forth its interest in the establishment of regional institutions for the promotion and protection of human rights in the Asian-Pacific Region, the 46th session of the Human Rights Commission adopted without a vote a draft resolution requesting the Secretary General, in cooperation with the Economic and Social Commission for Asia and the Pacific and governments of the region, to continue his efforts toward the expansion of the Bangkok depository center for UN human rights materials. The Secretary General was requested to report on the matter to the 47th Commission session. (Resolution 1990/71.)

The General Assembly considers the topic of regional arrangements for the promotion and protection of human rights biennially. At the 45th General Assembly, two resolutions on this topic were adopted, each without a vote. Resolution 45/167 dealt with the general subject of regional arrangements, while resolution 45/168 dealt specifically with the Asian and Pacific region, in particular citing efforts to promote a depository center in Bangkok for all UN human rights materials.

SCIENCE AND TECHNOLOGY

The issue of science and technology in the area of human rights is considered biennially by the UN Human Rights Commission, ECOSOC and the General

Assembly. ECOSOC and the General Assembly did not consider this topic in 1990, but the Human Rights Commission adopted six resolutions on science and technology at its 46th session.

Four of them were adopted without a vote. Resolution 1990/38 concerned a draft body of principles and guarantees for the protection of mentallyill persons and the improvement of mental health care. It provided for additional drafting meetings by the working group on this subject before the 47th UNHRC session. Resolution 1990/39 was on the use of scientific and technological developments for the promotion and protection of human rights. Resolution 1990/40 called upon states to make every effort to use the achievements of science and technology to promote peaceful social, economic and cultural development and progress. Resolution 1990/42 recommended to ECOSOC a draft resolution on use of computerized personal files. (Resolution 1990/42.)

The United States abstained on two draft resolutions under this agenda item because it considered them inappropriate for the UNHRC. Resolution 1940/41 called for a Subcommission study on human rights and the environment. In an explanation of vote, the U.S. Delegation noted the gravity of environmental problems facing the international community, but stated that it did not regard the environment as a human rights problem and that an already burdened Subcommission did not need to be given additional, extraneous work to do. The resolution was adopted by a vote of 40 to 0, with 2 abstentions (U.S.). Resolution 1990/43 was on the movement and dumping of toxic and dangerous products and waste. The United States again explained its view that the subject was extraneous to the UNHRC. In a vote called by the United States, the resolution was adopted by 31 votes to 0, with 11 abstentions (U.S.).

WORLD CONFERENCE ON HUMAN RIGHTS

At the 44th General Assembly, the United States cosponsored a resolution calling on the Secretary General to gather views on the question of holding a new World Conference on Human Rights. In consensus decision 1990/110, the UNHRC supported the idea of such a world conference on human rights "for the purpose of dealing at the highest level with the crucial questions facing the United Nations in connection with the promotion and protection of human rights." The 45th General Assembly further elaborated on the world conference, deciding it should be held in 1993, setting general guidelines, and directing a preparatory conference be held in Geneva in September 1991. This resolution was adopted without a vote. (Resolution 45/155.)

ENLARGEMENT OF THE HUMAN RIGHTS COMMISSION

The 44th General Assembly at the end of 1989 overwhelmingly adopted (by 151 votes to 2 (U.S.), with 2 abstentions) a resolution on the enlargement of the

UN Human Rights Commission, with the stated aim of achieving a more equitable geographical distribution. Operative paragraphs called on the Commission to examine the question and consider ways and means of making its work more effective.

At the 46th Commission, the United States and other Western Delegations met with strong opposition from developing countries to efforts to tie expansion of the Commission to meaningful reform of activities and operations. Among reforms sought were an intersessional role for officers of the Commission, to allow the Commission to respond quickly to human rights abuses; strengthening the special rapporteurs and advisory services; and rationalization of the Commission agenda. Despite Western efforts, agreement was reached only to continue consultations in Geneva. The United States made a statement at the closing session of the Commission that enlargement could not proceed unless an acceptable enhancement package of reforms was also possible.

At ECOSOC it became clear the developing states would garner enough votes to adopt a resolution on the enlargement of the Commission over any Western opposition. The resolution called for expansion by 10 seats to 53, with new seats being distributed among the African (4), Asian (3) and Latin American (3) groups. The expansion comes into effect at the 1992 session of the Commission, following election of states to the new seats at the 1991 spring session of ECOSOC. The resolution was adopted by a vote of 53 to 1 (U.S.), with no abstentions. (Resolution 1990/48.)

SUBCOMMISSION ON THE PREVENTION OF DISCRIMINATION AND PROTECTION OF MINORITIES

The 42nd session of the Commission's expert Subcommission on the Prevention of Discrimination and Protection of Minorities was held in Geneva, August 6–31. The 26-member Subcommission is composed of experts who act in their individual capacity, and in theory do not involve the responsibility of the governments of the states of which they are nationals. It reports to the Human Rights Commission.

At its 42nd session, the Subcommission dealt with an agenda, which in recent years has become increasingly crowded, and adopted 34 resolutions and 26 decisions. One feature of the Subcommission's work program of increasing concern to the Commission has been the growing pattern of reports and studies under preparation by various individual Subcommission members. Its 42nd sessional report showed that 22 such studies and reports were at various stages of preparation, including 6 commissioned by the 42nd session. Of these 22, 13 were scheduled for final report to the 43rd (1991) meeting of the Subcommission.

The American expert member of the Subcommission worked along with the Soviet expert to prepare a preliminary report on the right to a fair trial. Other reports or studies of note involved a report on human rights of detained

juveniles, a study on developments regarding traditional practices which affect the health of women and children, a working paper on monitoring respect for the independence of the judiciary, and an ongoing study on the right to freedom of opinion and expression. One study particularly in line with the Subcommission's original mandate concerned possible means of facilitating a peaceful solution of problems involving minorities. An example of studies which the United States felt were less germane to the Subcommission's agenda was a preliminary report on the relationship between human rights and the environment.

The possibility of fundamental change in Subcommission operations was introduced at this session by the American expert member. In the past, on an exceptional basis, the Subcommission has decided to vote on certain issues (in particular, certain country-specific resolutions on human rights) by secret ballot. The U.S. expert introduced a resolution which recommended the UNHRC seek an addition to the Rules of Procedure of the Functional Commissions of ECOSOC, which would permit the Subcommission to routinely use the secret ballot on country-specific votes. This provision was needed, the draft resolution said, because "the situations of serious violations [of human rights] which come before the Subcommission require the use of a secret ballot to strengthen the independence of the membership." The resolution was adopted by a vote of 20 (U.S.) to 2, with 2 abstentions. (Resolution 1990/4.)

During its 42nd session, the Subcommission also prepared seven draft resolutions and three draft decisions to be referred to the Human Rights Commission at its 47th (1991) session. Draft resolutions included such topics as the right to a fair trial, elimination of the exploitation of child labor, and peaceful and constructive solution of minority problems. The three draft decisions concerned human rights and states of emergency, a draft declaration on indigenous rights and a draft declaration on enforced or involuntary disappearances.

The Subcommission discussed a number of resolutions which emphasize the more political and less expert side of the Subcommission's work. It adopted resolutions or decisions relating to the situation of human rights and freedoms in South Africa, Iran (by secret ballot, 14 to 5, with 5 abstentions), Guatemala, Israeli-occupied territories (secret ballot, 18 to 1, with 4 abstentions), Iraq and occupied Kuwait (secret ballot, 19 to 4, with 1 abstention), and El Salvador and East Timor (secret ballot, 14 to 9, with 1 abstention).

The Subcommission also adopted resolutions or decisions on ownership and control of the cultural property of indigenous peoples, human rights and youth, the report of the Working Group on Contemporary Forms of Slavery and the relocation of Hopi and Navajo families. One consensus decision mourned the death of U.S. national Pearl Bailey. The Subcommission passed a resolution calling for protection of UN staff members detained by member

states. A resolution of particular potential value recommended to the UNHRC the establishment of a special rapporteur or working group to deal with the question of wrongful administrative detention.

In closed sessions, the Subcommission dealt with recommendations of its presessional Working Group on Communications. This standing working group was established under ECOSOC resolution 1503 (XLVIII) to screen the thousands of human rights communications received each year by the United Nations from private sources. The working group's task is to identify for the full Subcommission situations appearing to reveal a consistent pattern of gross and reliably attested violations of human rights and fundamental freedoms. The Subcommission decided to refer several situations it had examined to the Commission for consideration.

STATUS OF WOMEN

Commission on the Status of Women

The 34th session of the UN Commission on the Status of Women (CSW) took place in Vienna, February 26–March 9. It was also the first meeting of the expanded CSW. (At its 1989 spring session, ECOSOC voted to expand the CSW from 32 member states to 45. Of the 13 additional seats, 5 were given to African states, 5 to Asian, and 3 to Latin American and Caribbean.) Before the session began, there was some apprehension that North/South differences would dominate the agenda. This did not prove to be so. The 34th session was far more constructive than the 33rd, when the issue of expansion outweighed all other items and divided Western and Eastern European states from the G–77.

This was the third session conducted under the reformed agenda adopted at the CSW special session in New York in 1987. At that time, it was agreed that each of the next five sessions of the CSW would discuss three priority themes, one drawn from each category of the Forward-Looking Strategies of the Nairobi World Conference: Equality, Development, and Peace. The 1990 themes were, respectively: equality in political participation and decision-making; negative effects of the international economic situation on the improvement of the status of women; and women in areas affected by armed conflicts, foreign intervention, alien and colonial domination, foreign occupation and threats to peace.

In accordance with ECOSOC consensus resolution 1988/19, the 34th session was extended to 10 working days rather than the usual 8, in order to review and appraise progress made in implementing the Nairobi Forward-Looking Strategies. Member states were to review how successful they had been in implementing the Nairobi Forward-Looking Strategies over the last 5 years and make recommendations on how to increase efforts to advance the status of women over the next 5 years.

The Secretary General's draft "Recommendations and Conclusions Arising from the First Review and Appraisal of the Implementation of the Nairobi Forward-Looking Strategies for the Advancement of Women to the Year 2000" was submitted to member states for their review. The final CSW report contained several recommendations, including:

— governments and nongovernmental organizations should take steps to inform women and men of women's rights under international conventions and national law;

— governments, nongovernmental organizations and private sector enterprises should implement special measures to increase the proportion of women involved in economic decision-making;

— governments and appropriate parties should make efforts to increase the number of women in paid employment, including measures to eliminate sex segregation in the labor market;

— structural adjustment programs and other economic reform measures should be designed and implemented so as to promote full participation of women in the development process; governments which have not already done so should reorient resources to ensure women's equal access to education and training at all levels and in all fields, and should make special efforts to remove all gender-related differences in adult literacy by the year 2000;

— improvement of women's health through appropriate and accessible health services should be a priority within the goal of health for all by the year 2000;

— governments should make efforts to involve individual women and women's groups in making decisions on the environment;

— governments should be encouraged to increase the participation of women in the peace process at the decision-making level, and women should be included on delegations to negotiate international agreements relating to peace; and

— governments should take immediate measures to establish appropriate penalties for violence against women in the family, the work place and society.

The United States supported almost all recommendations and conclusions contained in the draft "Recommendations and conclusions" (E/CN.6/1990/L.25) and joined consensus in adopting it even though there were four sections with which the United States disagreed. The United States made statements and reserved its position on sections which concerned: (1) equal pay for work of equal value—the United States maintained the principle of equal pay for equal work; (2) the recommendation that savings from disarmament should be

redirected to development—the United States believes disarmament and development are two distinct issues which need to be considered separately; (3) the suggestion that debt adjustment-oriented policies have an adverse impact on women in developing countries—the United States believes adjustment policies, if fully implemented, are part of the solution of low growth in developing countries and ultimately benefit women; and (4) the recommendation that the United Nations, governments and nongovernmental organizations should study the effects of transnational transmission technologies on violence against women—the United States believes such studies may lead to censorship or other restrictions on freedom of expression. The strategy of reserving its position was consistent with U.S. strategy at the Nairobi World Conference in 1985, when the United States joined consensus in adopting the Forward-Looking Strategies, while reserving its position on items with which it disagreed.

Twenty-seven resolutions and decisions were introduced at the 34th session of the CSW. All were adopted by consensus, except "The situation of Palestinian women," "Women and children under apartheid," and "Women and development." Draft resolutions entitled "Women and the environment: dumping of toxic industrial wastes, contaminated food and expired and banned medicines" and "Women and the environment: natural disasters" were withdrawn.

The United States introduced three resolutions, all adopted by consensus: "Improvement of the status of women in the Secretariat," "Women and economic growth," and "Communications concerning the status of women." The United States withdrew cosponsorship of a fourth resolution on "Women and literacy" because the final text included references to UNESCO. Although we joined consensus in adopting this resolution on literacy, we gave an explanation of our position on UNESCO.

The United States has long been an ardent proponent of improving the status of women in the UN Secretariat. At the 34th session of the CSW, the U.S. resolution requested the Secretary General to take necessary measures to increase the number of women employed throughout the UN system and to increase the number of women in senior policy-level and decision-making posts, in order to achieve an overall participation rate of 35 percent of the total by 1995.

The U.S. resolution on women and economic growth urged UN agencies and member states to promote opportunities for women to participate more fully in the economic growth of their countries, *inter alia*, by establishing equal opportunities for women in education and employment.

A primary goal of the United States at the 34th session of the CSW was to improve the existing procedure for individuals and nongovernmental organizations to bring to the CSW complaints of discrimination against

women. The United States circulated a draft resolution which requested the Secretary General publicize the availability of CSW's procedure for considering communications on the status of women and to examine existing mechanisms for these communications as well as other similar mechanisms within the UN system. It also affirmed that the CSW would consider these communications annually (rather than biennially), and urged governments and nongovernmental organizations to promote the knowledge and availability of the CSW's communications mechanisms. After long negotiations, the United States was able to introduce a resolution which was adopted by consensus. It requested the Secretary General, in consultation with governments, to examine the existing mechanisms for communications on the status of women and to report to the 35th session of the CSW on this matter. The goal of annualization was realized by both receiving the Secretary General's report at the next session and incorporation of the item in the provisional agenda for the 35th session.

As a result of the closed working group on communications received by the CSW, a resolution was introduced and adopted by consensus on "Physical violence against detained women that is specific to their sex." The United States cosponsored this resolution, called upon member states to take measures to eradicate acts of physical violence against detained women and invited them to submit reports on legislative and other measures they have taken to prevent such violence. This resolution reaffirmed the spirit of the U.S.-sponsored resolution on the communications procedure by requesting the CSW "to continue to consider communications relating to the status of women and to make recommendations thereon to ECOSOC, if necessary."

In addition to resolutions above, the United States cosponsored the following, all adopted by consensus:

— "Women and the UN Decade Against Drug Abuse," which encouraged governments to bring about greater participation of women in national and international programs designed to combat illicit production and distribution of narcotic drugs;

— "Refugee and displaced women," which called upon governments, nongovernmental organizations and UN agencies to increase their efforts to respond to the specific needs of refugee women;

— "Equality in political participation and decision-making," which recommended measures to accelerate the pace toward the full participation of women in national decision-making; and

— "Integration of women in the international development strategy for the Fourth UN Development Decade," which recommended member states give special attention to the role of women in development when preparing their contributions to the work of the *Ad Hoc* Committee in finalizing the draft international development strategy for the Fourth UN Development Decade.

A resolution recommending a world conference on women be held in 1995 was adopted by consensus. In order to reduce costs and improve efficiency, the resolution requested the CSW be designated the preparatory body for the conference, requested the CSW to include preparations within its regular work program, and requested the Secretary General to include the costs within the budgetary limits.

A draft decision was made to add the issue of women and the environment to the priority themes of the 36th session of the CSW. Discussion of this topic will coincide with the UN Conference on Environment and Development.

Other resolutions also adopted at the 34th CSW by consensus:

— "Women and Children in Namibia," appealed to the international community to provide financial, technical and other forms of assistance to enable the Government of Namibia to implement measures aimed at improving the conditions of women and children in that country.

— "Central American women: equality, development and peace" called for the Presidents of the Central American countries to persevere in their joint efforts to reach peace in Central America and to ensure favorable conditions for the full implementation in the region of the objectives of the Nairobi Forward-Looking Strategies.

— "Second report on the implementation of the Nairobi Forward-Looking Strategies for the Advancement of Women" requested the Secretary General to submit to the 36th session of the CSW a report containing: information on data that will be used in the formulation of the second report; and an outline of the second report, in which special emphasis should be given to those issues contained in the recommendations and conclusions adopted at the 34th session of the CSW, in particular, those referring to the conditions of women in developing countries.

— "Action to increase awareness of the slow progress in the implementation of the Nairobi Forward-Looking Strategies for the Advancement of Women" requested the Secretary General to carry out a worldwide campaign to increase awareness of the obstacles encountered in the implementation of the Nairobi Forward-Looking Strategies.

— "Women and situations of extreme vulnerability" recommended Governments formulate and put into effect a coherent body of specific measures in favor of women as heads of households, elderly women and disabled women, in order to: (1) improve their situation; (2) ensure respect for their fundamental rights; and (3) ensure that they have the opportunity to contribute to, as well as share in, the benefits of development.

— "Convention on the Elimination of All Forms of Discrimination Against Women" shared the views of the General Assembly that the Secretary General should accord higher priority within existing resources to strengthening support for the Committee on the Elimination of All Forms of Discrimination Against Women.

— "Recommendations and observations on the International Year of the Family for consideration by the Commission for Social Development" invited the Commission for Social Development to ensure the incorporation of the principles of the International Year of the Family, as outlined in the report of the Secretary General, particularly the principle on policies aimed at fostering equality between women and men, into policies and programs developed for the International Year of the Family.

The United States called for a vote on three resolutions. It voted against the resolution entitled "The situation of Palestinian women," believing it presented a one-sided view of the difficult situation in the occupied territories. The resolution was adopted by a vote of 28 to 1 (U.S.), with 14 abstentions.

The United States also voted against the resolution entitled "Women and children under apartheid." Although it welcomed recent developments in South Africa, in particular, the withdrawal of the ban on political organizations and the release of Nelson Mandela and other political prisoners, it also urged the international community not to relax sanctions against South Africa, and urged member states, UN bodies and the CSW to work with liberation movements. The United States regretted the CSW resolution broke from carefully constructed consensus language in the 1990 UN General Assembly resolution and consensus language from the special session on apartheid during which progress was made in moving toward greater agreement on apartheid. The resolution was adopted 39 to 1 (U.S.), with 3 abstentions.

The United States abstained on the resolution entitled "Women and development," which contained positive ideas regarding the integration of women in development. However, it also contained a preambular paragraph on the negative impact of structural adjustment policies on women and an operative paragraph on redirecting savings from disarmament to development. The United States called for a vote, which was taken by a show of hands, and abstained. There were no other abstentions or negative votes.

On International Women's Day (March 8), The U.S. Representative delivered a letter from President Bush to the CSW in which he said: "We will not be satisfied until all barriers of ignorance and discrimination against women are eliminated and women and men are viewed as equal partners."

ECOSOC Consideration

The Second (Social) Committee of the Economic and Social Council considered the question of advancement of women on May 7–9. It adopted all 13 draft resolutions and 2 draft decisions recommended to it by the Commission on the Status of Women. Eleven of the resolutions and both decisions were adopted by consensus.

As with the Commission on the Status of Women, the United States called for votes on two of the draft resolutions: "The situation of Palestinian women," adopted by a vote of 37 to 1 (U.S.), with 11 abstentions; and "Women and children under apartheid," adopted by a vote of 40 to 2 (U.S.), with 9 abstentions. The U.S. Representative to the CSW reserved the right to explain U.S. votes in the plenary of the Economic and Social Council.

The United States joined consensus in adoption of "Recommendations and conclusions arising from the first review and appraisal of the implementation of the Nairobi Forward-Looking Strategies." The U.S. Representative to the Commission on the Status of Women reserved the right to explain U.S. reservations at the plenary session of ECOSOC.

The resolution on "Women and development," on which the United States abstained at the CSW, was adopted by the CSW and brought to the attention of ECOSOC. ECOSOC considered this resolution as part of the draft decision on the report of the Commission on the Status of Women. The United States joined consensus in adopting the report. However, the U.S. Representative to the Commission on the Status of Women reserved the right to explain the U.S. position at the plenary session of ECOSOC.

The Committee also adopted a consensus resolution on the "International Research and Training Institute for the Advancement of Women" (INSTRAW), and a consensus resolution on "Elimination of discrimination against women in accordance with the aims of the Convention on the Elimination of All Forms of Discrimination Against Women" (CEDAW), which shared the views of the General Assembly that the Secretary General should accord higher priority within existing resources to strengthening support for the Committee on the Elimination of All Forms of Discrimination Against Women.

The Committee also adopted a draft decision by which the Council would transmit the resolution entitled "Integration of women in the international development strategy for the Fourth UN Development Decade" to the *Ad Hoc* Committee of the Whole for the Preparation of the International Development Strategy for the Fourth UN Decade for consideration at its fourth session, to be held June 4–15.

At the plenary of the Economic and Social Council, the United States called for a vote on two resolutions: "Situation of Palestinian women," which was

adopted by 39 to 1 (U.S.), with 11 abstentions, and "Women and children under apartheid," adopted by 41 to 2 (U.S.), with 9 abstentions. The U.S. Representative to the Commission on the Status of Women made statements on these two resolutions as well as on the resolution entitled "Women and development," which was included in the report of the CSW, and entitled "Recommendations and conclusions arising from the first review and appraisal of the implementation of the Nairobi Forward-Looking Strategies" and the financial implications of the 1995 world conference on women.

On May 24 ECOSOC held elections for membership to the Commission on the Status of Women. The United States was elected from the Western Group.

General Assembly Consideration

On October 24–30, the Third Committee of the General Assembly considered issues of special concern to women under agenda items 101 (Elimination of all forms of discrimination against women) and 102 (Forward-looking Strategies for the advancement of women to the year 2000).

In connection with item 101, the Committee had before it a report by the Secretary General on the status of the Convention on the Elimination of All Forms of Discrimination Against Women (A/45/426) and the report of the monitoring body for the Convention (A/45/38). The latter document stated that CEDAW (the Committee which oversees implementation of the Convention) decided to recommend that states parties take appropriate and effective measures to eradicate female circumcision and to include such strategies in their normal health policies and health worker training programs.

For discussion under item 102, the Committee had before it reports from the Secretary General on the following topics: "Implementation of the Nairobi Forward-Looking Strategies for the Advancement of Women" (A/45/489), which addressed the priority themes which would be considered at the 1991 session of the Commission on the Status of Women; "Improvement of the status of women in the Secretariat" (A/45/548), which relayed the results of efforts to recruit and promote women to professional-level positions in the Secretariat; and the "UN Development Fund for Women" (A/45/347), which outlined the Fund's efforts to integrate women into the development process.

Additionally, three letters to the Secretary General from the Israeli UN Mission advising him of human rights violations in Somalia (A/45/264), Mali (A/45/230) and Libya (A/45/270) were distributed as documents under agenda item 101. Included with the letters were copies of State Department country reports on human rights practices in those countries.

The final document made available under items 101 and 102 was an invitation from the Government of Austria to host the 1995 world conference on women (A/C.3/45/5).

The U.S. Representative to the Commission on the Status of Women delivered the U.S. statement, which highlighted what the United States had done to fulfill the priority themes that would be discussed at the 1991 session of the Commission on the Status of Women—particularly what the United States had done to improve the lives of refugee, displaced and vulnerable women. Her speech also addressed the status of women in the Secretariat, noting the absence of women in high-level positions and the fact that the Secretariat still had not submitted an action plan to improve the situation of women.

The Committee considered six resolutions, which were all adopted by consensus. Under agenda item 101, resolution 45/124, "Convention on the Elimination of All Forms of Discrimination Against Women," requested the Secretary General to undertake a comprehensive review of the resources available and necessary to ensure adequate support of the Committee on the Elimination of Discrimination Against Women.

There were five resolutions under agenda item 102. The United States introduced resolution 45/125, "Improvement of the status of women in the Secretariat," which requested the Secretary General to continue all possible efforts to increase the number of women throughout the UN system, particularly in senior policy-level and decision-making posts, in order to achieve an overall participation rate of 30 percent by the end of 1990 and 35 percent by 1995. Resolution 45/126, "Women and literacy," encouraged the improvement of educational opportunities for females of all ages, particularly children, and basic education to all without discrimination based on gender. Resolution 45/127, "Interregional consultation on women in public life," urged governments to participate actively in the consultation and to designate as participants women who currently hold leadership positions in government and national institutions or are considered to have the potential for high public office. Resolution 45/128, "UN Development Fund for Women," commended the Fund and urged governments and public and private donors to contribute to it. Resolution 45/129, "Implementation of the Nairobi Forward-Looking Strategies for the Advancement of Women," was an amalgam of recommendations to advance the status of women. The latter resolution also addressed the 1995 world conference on women. It requested "the Commission, as the preparatory body for the world conference, to decide on the venue of the conference not later than 1992, taking into account that preference should be given to those regions that have not yet hosted a world conference on women."

On October 30 President Bush, by and with the advice and consent of the Senate, accorded the U.S. Representative to the Commission on the Status of Women the rank of Ambassador. This was the first time the rank of Ambassador had been accorded by a President to the U.S. Representative to the CSW. By this action, the President demonstrated his commitment to the work of the CSW in advancing the status of women throughout the world.

UN Development Fund for Women

The United States pledged $787,000 to the UN Development Fund for Women (UNIFEM) for FY 1990 (9 percent of the total pledges of $8.7 million). In 1990 UNIFEM focused on the role of women: (1) in food security—promoting women's access to food technologies, credit and training in improved agricultural techniques; and (2) in microenterprises—identifying the constraints faced by women in establishing and running viable microenterprises, and developing innovative approaches to overcoming those constraints. UNIFEM promoted gender awareness and gender analysis skills at governmental and nongovernmental organizations involved in mainstream agricultural, trade and industry programs. UNIFEM also sought to ensure that national planning provided resources for women's activities and gave priority to issues important to women.

International Research and Training Institute for the Advancement of Women

The United States pledged $197,000 to the International Research and Training Institute for the Advancement of Women (INSTRAW). In its report to the Economic and Social Council, INSTRAW's Board of Trustees approved in its entirety the program of activities of INSTRAW for the biennium 1990–1991 with an approved budget ceiling of $3,105,700. It welcomed the commencement of work by INSTRAW in new fields such as women, environment and sustainable development, as well as country-specific research and training materials on rural women, including rural credit.

Part 6

Science, Technology and Research

UN ENVIRONMENT PROGRAM

The UN Environment Program (UNEP) was established in January 1973, pursuant to the UN General Assembly resolution 2997, implementing recommendations from the UN Conference on the Human Environment held in Stockholm in June 1972. UNEP evolved from a U.S. initiative, and since its inception, the United States has been an active participant. UNEP's extensive mandate is to catalyze and coordinate environmental activities throughout the UN system, and to support efforts by national governments globally to deal with natural resource and environmental problems of universal interest.

The Governing Council is UNEP's program and policy oversight body. It is comprised of 58 member countries elected by the UN General Assembly and it reports to the General Assembly through the Economic and Social Council. The Governing Council meets biennially and its last session was in Nairobi in 1989.

UNEP's essential Secretariat expenses are financed by the UN regular budget and amounted to $11.96 million for 1990–1991. A separate Environment Fund, supported by voluntary contributions from member states, provides financing for environmental initiatives undertaken by UNEP. For the 1990–1991 biennium, program activities in UNEP's Governing Council-approved fund amounted to $68 million, with a reserve fund totaling $4 million.

The 15th Governing Council plenary approved plans to move the target date for receiving $100 million in annual contributions for the Environment Fund from 1995 to 1992. While agreeing in principle, the United States expressed reservations about the feasibility of accelerating this target date. For 1990 the United States provided the largest share—$11.5 million, or 22.6 percent—of voluntary contributions paid to the fund.

A special 3-day session of the UNEP Governing Council was held August 1–3, immediately before the preparatory committee meeting for the UN

Conference on Environment and Development (UNCED) in Nairobi. In its decision 15/4 of May 26, 1989, the Governing Council decided the special session should "deal with . . . priority environmental issues, in particular ways and means of enhancing the role of UNEP." This language was reiterated by the General Assembly in resolution 44/229 of December 22, 1989.

The head of the U.S. Delegation to the UNEP Governing Council special session stated the U.S. goal for the 1992 UNCED was "to promote increased cooperation and more effective action on environmental issues in a manner fully integrated with development concerns." He said the United States viewed the two elements of the conference—environment and development—as "inextricably linked."

The special session adopted 12 resolutions on current environmental issues. Three resolutions addressed climate change, two covered hazardous wastes, and one each focused on ozone depletion, biodiversity and oceans/coastal areas. An omnibus referral of 12 specific issues to the UNCED preparatory committee, a UNEP improvement resolution, a resolution on sites for negotiations and a resolution on the Iraqi invasion were also passed.

The United States called for a roll-call vote on language referring to additional funding for environmental purposes in the UNCED resolution. The resulting vote of 48 in favor, 1 opposed (U.S), and 1 abstention (Japan) was the first roll-call vote on a substantive issue in UNEP's history. The United States objected to the language used in section VII of decision SS.II/9, which pointed out

> . . . the urgent need for making new financial and other resources available to the developing countries additional to the current flow of resources made available on concessionary terms to enable them to meet the cost of adopting and implementing pollution-free technologies and other pressing environmental needs.

The United States did not block consensus on the resolution as a whole but, following its adoption, submitted a statement for the record, which recognized:

> . . . the need to direct a greater proportion of financial resources to developing countries to assist them in meeting their specific needs. However, the United States feels strongly that existing international assistance institutions as well as commercial sources of financing should be thoroughly utilized and directed to address the broad range of environmental issues confronting developing countries.

The Kuwaiti Delegation submitted a resolution entitled "The Situation in the Middle East," passed by consensus as decision SS.II/8 on August 3. In it, the Governing Council "expresses its concern over the Iraqi invasion of Kuwait and the resulting destruction of the environment and disruption of social and economic structures."

UN Conference on Environment and Development

The first substantive preparatory committee meeting for the UN Conference on Environment and Development (UNCED) (to be held in Brazil in June 1992) was held in Nairobi August 6–31. (An earlier UNCED organizational meeting in New York in March established two working groups: one on climate, land and biodiversity issues; the other on oceans, fresh water and toxic wastes and hazardous materials.) Eighteen resolutions were adopted at Nairobi requiring 40 reports (involving 112 separate reporting tasks) from the UNCED Secretariat for the next preparatory committee meeting in Geneva in March–April 1991. Major areas for reports or studies include technology transfer, the relationship between environment and development, forestry, ocean/marine resources and new and additional sources of funding. Left pending for the next session of the preparatory committee was establishment of an additional working group to address legal and institutional issues. The chairman of the preparatory committee was assigned the preparation of a report in consultation with interested national delegations, including draft terms of reference. Suggested guidelines for national reports were approved, and the deadline for submissions was set for July 1991.

Vienna Convention and Montreal Protocol

The Vienna Convention for the Protection of the Ozone Layer entered into force September 1988, and the Montreal Protocol for Substances That Deplete the Ozone Layer entered into force January 1989. Both agreements target reductions of emissions of chlorofluorocarbons (CFCs), halons and other substances degrading the stratospheric ozone layer. UNEP was designated the administering agency or "treasurer" for the Montreal Protocol's Multilateral Fund at the first meeting of the Executive Committee held in Montreal September 19–21. As the administering agency UNEP will receive Fund contributions from donor countries, and distribute the funds to the three implementing agencies (UNDP, World Bank and UNEP) according to criteria established by the Executive Committee.

The Executive Committee also decided to establish Montreal as the location for the Multilateral Fund Secretariat during the 3-year interim period 1991–1994. The Canadian Government offered temporary facilities and personnel until full-time personnel and office space were selected, and offered to pay extra costs associated with locating the Secretariat in Montreal. The Secretariat will be administratively part of UNEP, and its personnel will operate under UN personnel rules.

Transboundary Movement of Hazardous Waste

The Basel Convention on the Control of Transboundary Movements of Hazardous Wastes and Their Disposal concluded on March 22, 1989, and open

for signature until March 22, 1990, has been signed by 56 countries (including the United States) and the Commission of the European Communities. This convention established a pre-notification and prior consent regime for exports and imports of hazardous and other wastes, and prohibited movement of these wastes to and from a nonparty unless there is an agreement providing for the environmentally sound management of these wastes within the receiving country.

Biological Diversity

In 1989 the UNEP Governing Council unanimously authorized the executive director, in consultation with governments, to convene an *ad hoc* working group of legal and technical experts to negotiate an international legal instrument for the conservation of biological diversity. As the *ad hoc* working group continues to negotiate, the United States has taken a lead role, emphasizing the need for a consensus document which can both address the urgent need for action in the field of species and habitat protection and effectively mobilize substantial new resources apart from existing multilateral and bilateral arrangements.

Regional Seas

The United States actively participates in UNEP regional seas programs for the South Pacific and the Caribbean.

The South Pacific Regional Environmental Program (SPREP) Action Plan was established in 1982 to help protect the unique environment of the South Pacific while promoting the environmentally sound development of its natural resources and is monitored through annual meetings of its member governments. In 1986 the United States signed a convention for the Protection of the Natural Resources and Environment in the South Pacific Region (SPREP Convention), which entered into force in August 1990. In the convention, the parties agree to take appropriate measures to protect the South Pacific from pollution from many sources, including vessels, land-based sources, seabed activities, storage of hazardous wastes and fallout which might result from nuclear testing. The United States has not yet ratified the convention.

The Caribbean Environment Program promotes environmentally sound development of the wider Caribbean and has programs to protect the Caribbean and Gulf of Mexico from pollution emanating from many sources. The Caribbean Action Plan is also monitored through annual meetings of its members, including the United States, Puerto Rico and the U.S. Virgin Islands, to agree on priority programs for the region.

The Cartagena Convention sets up general obligations in a legal framework within which specific protocols aimed at protecting the Caribbean

marine environment are negotiated and adopted. The most recent protocol on Specially Protected Areas and Wildlife (SPAW) was signed in January 1990. Parties will meet again in April 1991 to adopt formally the three annexes listing the species to be protected under the protocol.

General Assembly

UNEP is the principal organ in the UN system for addressing issues of the environment. However, with growing worldwide interest in the environment and the upcoming UN Conference on Environment and Development (UNCED), the General Assembly has substantially increased its activity in the field. The 45th General Assembly adopted by consensus four environment resolutions: 45/197 on "The impacts of large scale driftnet fishing on the world's oceans and seas"; 45/210 on "Environment and international trade," which requested another report from the UNCED Secretariat; 45/211 on UNCED itself, which endorsed decisions taken by the Nairobi preparatory committee, extending the participation of nongovernmental organizations in the UNCED preparatory process beyond those with consultative status in the Economic and Social Council; and 45/212 on "Protection of global climate for present and future generations," which is described under "Protection of world climate" below.

Improving UN Institutional Involvement in Environmental Affairs

In accordance with General Assembly resolution 44/229 (1989), UNEP in September 1990 requested governments contribute their views on the structure and responsiveness of the United Nations to deal with major environmental issues. In that resolution, the Assembly sought to review UN work on the environment in order to strengthen its capacity in dealing with these matters in an integrated, coherent and effective way. The resolution further requested the Secretary General to prepare a report on this issue, taking into account the views expressed by governments, for the preparatory process of the UN Conference on Environment and Development.

The U.S. paper proposed reviving the Environment Coordination Board (ECB), first outlined in General Assembly resolution 2997 (1972). The ECB would be a centralized program-coordinating body in New York comprised of senior officials from all UN agencies with substantial environment-related programs. The United States also proposed strengthening the link between environment and development through better coordination between UNEP and UNDP. The United States further recommended UNEP's role as coordinator and catalyst be enhanced, particularly by strengthening its regional office system and activities such as the Global Environmental System, Infoterra and other information-collecting and dissemination programs.

PROTECTION OF WORLD CLIMATE

An Intergovernmental Panel on Climate Change (IPCC) was established in June 1988 in response to resolutions passed by the UNEP Governing Council and the Executive Council of the World Meteorological Organization (WMO). Administered jointly by UNEP and WMO, the Panel set up three working groups to review the scientific data, impacts and response strategies with regard to the threat of global climate change; the last of these groups is chaired by the United States.

The IPCC completed its First Assessment Report at its Fourth Plenary Meeting in August. The report presents the most comprehensive, broadly-based statement to date on the science and potential impacts of climate change and on response options for dealing with climate change. The report served as the basis for the Second World Climate Conference in Geneva on November 6–7, when 900 experts produced a conference statement and 137 countries signed a Ministerial Declaration. The Second World Climate Conference was sponsored by WMO, UNEP, UNESCO and its Intergovernmental Oceanographic Commission (IOC), FAO and the International Council of Scientific Unions (ICSU).

On December 21 the General Assembly adopted resolution 45/212 on the "Protection of global climate for present and future generations of mankind" (cited above). The resolution established a single negotiating process under auspices of the General Assembly for preparation by an Intergovernmental Negotiating Committee (INC) of an effective framework convention on climate change.

The INC will meet in sessions beginning February 1991. The resolution called for the framework convention on climate change to be completed prior to the UN Conference on Environment and Development in June 1992 and to be opened for signature during the Conference. The resolution also established an *ad hoc* Secretariat, based in Geneva, and called on the head of the *ad hoc* Secretariat to cooperate closely with the joint UNEP/WMO Intergovernmental Panel on Climate Change to ensure the IPCC can respond to the needs and requests for objective scientific and technical advice made during the negotiating process.

In the resolution, the General Assembly further decided that the negotiating process should be funded through existing UN budgetary resources and voluntary contributions to a trust fund established specifically for that purpose. The trust fund is for the duration of the negotiations and is to be administered by the head of the *ad hoc* Secretariat under the authority of the Secretary General of the United Nations.

The INC represents the second phase of the effort initiated in 1988 by the IPCC—preparation of a framework convention on climate change—and will

rely upon the IPCC for technical advice and expertise. The IPCC process may eventually be incorporated into the Conference of the Parties under the framework convention.

UN SCIENTIFIC COMMITTEE ON THE EFFECTS OF ATOMIC RADIATION

The UN Scientific Committee on the Effects of Atomic Radiation (UNSCEAR) was established by the General Assembly in 1955 to provide continuous review and evaluation of the effects of ionizing radiation on humans and their environment. Radiation in this context covers both natural and man-made (i.e., from atmospheric and surface nuclear explosions), environmental radiation, and medical and occupational exposures. The Committee receives, assembles and compiles reports and information furnished by its member states, members of the United Nations, specialized agencies, the IAEA and nongovernmental organizations on observed levels of ionizing radiation and on scientific observations and experiments relevant to the effects of ionizing radiation on man and the environment.

The 39th session of UNSCEAR met May 14–18 in Vienna. The session was concerned with consideration of chapters for a future report to the General Assembly on the effects of ionizing radiation. On the basis of documents prepared by the UNSCEAR Secretariat and further discussion, the Committee decided to undertake studies in the following fields: doses from natural sources of radiation, especially radon; doses from man-made sources of radiation in the environment; medical radiation exposures; occupational radiation exposures and trends; effects of radiation exposures on plants and animals in the environment; epidemiological studies of radiation effects in human populations; effects of radiation on the developing human brain from prenatal exposure; dose and dose rate effects of radiation response; mechanisms of radiation carcinogenesis; possible stimulatory effects of low doses of radiation; hereditary effects of radiation in human populations; and perception of radiation risks.

Concepts and methodologies for comparative assessment of effects and risks in interactions of toxic chemicals and radiation is a subject the Committee will keep under consideration, using experience developed in various international organizations and scientific bodies.

COMMITTEE ON NEW AND RENEWABLE SOURCES OF ENERGY

The UN Committee on Development and Utilization of New and Renewable Sources of Energy (NRSE) was established by UN General Assembly resolution 37/250. It recommends guidelines for UN organs and subsidiary bodies on new and renewable sources of energy, on the basis of the

1981 Nairobi Program of Action, and carries out the Nairobi Program of Action by mobilizing resources for its implementation. The Committee meets every even year, and its fifth session was on March 26–April 4.

In order to limit the expansion of the UN bureaucracy in this field, the United States had opposed, from the outset, the establishment of the Committee or any other permanent institutional arrangements for implementing the Nairobi Plan of Action. A number of states, including the United States, had called for the elimination of this Committee or its merger with the Committee on Natural Resources.

At the fifth session, the Committee adopted, *inter alia*, a resolution urging that the 10th anniversary of the adoption of the Nairobi Program of Action be commemorated and that an intergovernmental expert group be convened in 1991 to assess and review the process of the implementation of the Program of Action. At the insistence of the U.S. Delegation, the Committee recommended that the additional financial resources needed for the implementation of the Nairobi Program of Action be mobilized through existing UN financial mechanisms. It was also agreed that the relevant work of the Committee would be sent to the preparatory committee meeting of the UN Conference on Environment and Development.

On December 21 the United States joined consensus adoption of UN General Assembly resolution 45/208, calling for strengthening of UN activities in development and utilization of new and renewable resources of energy, and requesting the Committee to assess and review the implementation of the Nairobi Program of Action.

UN INSTITUTE FOR TRAINING AND RESEARCH

The UN General Assembly established the UN Institute for Training and Research (UNITAR) in 1965 as a result of a U.S. initiative embodied in Assembly resolutions in 1962 and 1963. UNITAR is an autonomous UN institution established to enhance the effectiveness of the UN system by training delegates to the United Nations in the operation of the UN system, its governing bodies and the issues the UN addresses, as well as through research on the UN system and related issues. UNITAR is managed by an Executive Director, appointed by the UN Secretary General after consultations with a Board of Trustees.

At the time of UNITAR's establishment, the UN General Assembly directed that it be wholly dependent upon voluntary contributions. UNITAR began experiencing financial difficulties in the early 1980s, however. In 1986, as a result of the inability of UNITAR and the General Assembly to resolve UNITAR's long-term financial problems, the United States ceased making a pledge to UNITAR. That year the United States publicly announced a position which remains in effect: UNITAR functions do not justify its continuation as a separate institution. If UNITAR is unable to operate with the contributions it receives and without

recourse to resources provided by the UN General Assembly, it should be abolished and its training function be placed elsewhere within the UN system.

In 1989 the UN General Assembly adopted resolution 44/175, which reaffirmed the validity and relevance of UNITAR's mandate, as amended, and authorized UNITAR to enter into appropriate arrangements with UNDP to become an executing agent for UNDP projects. In adopting the resolution, the General Assembly reiterated previous recommendations regarding the sale of UNITAR headquarters property and disposition of those proceeds, noting further that a reserve fund established from the balance of sale proceeds would not be intended to serve as a substitute for voluntary contributions, but would provide greater stability in the Institute's financing. It urged UNITAR to submit its 1990 and future budget proposals to the UN's Advisory Committee on Administrative and Budgetary Questions (ACABQ) prior to approval by the Institute's Board of Trustees, and urged member states to support UNITAR financially. The Secretary General was requested to report to the 45th General Assembly on longer-term issues related to financing the Institute and to continue to explore new modalities for greater interface among UN research bodies.

The UNITAR Board of Trustees held its 28th regular session from April 2–6 in New York. In order to consider long-term issues relating to the financing of the Institute, the Board decided to hold a special session from September 10–12. The Board hoped that by then the situation regarding the sale of UNITAR headquarters property (still unsuccessful) and the consequent establishment of the UNITAR Reserve Fund would permit the Secretary General to make the requested report to the General Assembly.

At the April session, the Board approved the 1990–1991 work program of the Institute as submitted by the Executive Director, with the suggestion that future programs clarify those projects which have assured funding and those which require fund-raising. It also adopted the 1990 General Fund budget of the Institute but decided to provide only conditional approval to the budget proposal pending review and comment by the ACABQ.

The Executive Director also presented a letter to the Board from the Mayor of Atlanta and the Georgia Governor's office, containing a progress report on an offer to establish a modern, state-of-the-art UNITAR Training Center for International Cooperation and Socio-Economic Development in Atlanta. Representatives from Atlanta and the State of Georgia appeared at the Board and indicated that a special task force would seek to raise an endowment of $10 million for the UNITAR Center. Board members expressed caution but did adopt resolution 1 (1990), welcoming the offer as well as the intention of the Executive Director to examine all details of the offer with Atlanta and Georgia officials, including the position of the U.S. Government, as host country, with respect to the proposal.

The U.S. Government subsequently received a request to approve the establishment of a UNITAR Training Center in Atlanta. An interagency review of

the proposal led to the U.S. decision to withhold concurrence for its establishment. The decision was based on reservations about the state of UNITAR's financial health and the long-standing practice of keeping the UN presence in the United States in the vicinity of the original headquarters district in New York City. The UNITAR Executive Director was informed of this decision just after the UNITAR Board's special session of September was concluded. At that session, Board members had approved the proposed project for the Training Center, subject to the provisos that the Center would become operational only if: (1) the U.S. Government did not object and (2) there would be no financial cost to the UNITAR budget for the creation and functioning of the Center.

In December 1990 the 45th UN General Assembly adopted resolution 45/219, which took note of reports presented by the Secretary General and the UNITAR Executive Director in response to resolution 44/175 and reiterated the desire that the Institute sell its headquarters property at the earliest possible opportunity, preferably within the next 12 months. Recommendations on disposition of sale proceeds were reiterated.

In order to assist the General Assembly in reaching a determination on UNITAR's future, the resolution also requested the Secretary General appoint a qualified high-level independent consultant, to be paid from extrabudgetary resources, to prepare a report with recommendations on: (1) the continued relevance of the mandate of the Institute, to include a review and assessment of all aspects of the current activities of the Institute and their benefits to the United Nations and whether they can be more effectively carried out by the Institute or by other bodies in the UN system; (2) overall staffing requirements for the Institute needed to meet the needs of the United Nations; (3) financial means for meeting those needs; and (4) the feasibility of utilizing facilities of the Institute for training personnel for peacekeeping operations. This report is to be presented to the ACABQ and the UNITAR Board of Trustees for comment before presentation to the 46th UN General Assembly in 1991.

UN UNIVERSITY

The UN University (UNU), founded in 1973, is a non degree-conferring postgraduate institution that coordinates studies on a range of issues of significance to the United Nations such as nutrition, energy and development. A number of American scholars collaborated on UNU projects during 1990. The UNU is supported by voluntary contributions. Its headquarters is in Tokyo, and Japan is its principal benefactor. The United States, as a government, did not contribute to the UNU during 1990 and did not play a role in its activities.

UNIVERSITY FOR PEACE

In 1980 the United States joined the UN General Assembly consensus approving establishment of the University for Peace. The United States did not

sign the International Agreement annexed to the resolution, believing that support of existing institutions in the field of peace research would be a more efficient use of resources. Moreover, the United States considered it important that any new institutional arrangements for the University not divert resources from existing institutions nor impose new funding requirements upon UN member states. The United States Government played no role in the University during 1990.

Part 7

Trusteeship and Dependent Areas

INTRODUCTION

Chapter XI of the UN Charter sets forth responsibilities of states for "administration of territories whose people have not yet attained a full measure of self-government." These "non-self-governing territories" are considered annually by the Special Committee on the Situation with Regard to the Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples (Committee of 24 or C–24) and by the General Assembly's Fourth Committee. The Committee of 24 makes suggestions and recommendations to the Fourth Committee regarding implementation of UN General Assembly resolution 1514 of 1960 (Declaration on the Granting of Independence to Colonial Countries and Peoples), specific issues affecting the decolonization process and the activities of specialized agencies and other UN bodies in those territories.

The United States is committed firmly to self-determination for all peoples. However, the United States views independence as only one possible outcome of self-determination, and the status of a territory must reflect the freely expressed wishes of its people. General Assembly resolutions 1514 and 1541 of 1960 explicitly recognize that other legitimate outcomes are free association with an independent state or integration with an independent state.

It is the U.S. position that whether military bases interfere with the right of self-determination can be decided only on a case-by-case basis. The United States has consistently opposed resolutions calling for specialized agency cooperation with, and assistance to, "national liberation movements." It has, however, participated as an observer of the Committee of 24, and submitted reports to the Committee on the U.S. Virgin Islands, American Samoa and Guam.

TRUSTEESHIP COUNCIL

Chapter XII of the UN Charter established an international trusteeship system and Chapter XIII establishes the Trusteeship Council. The sole remaining UN

trusteeship at the beginning of 1990 was the Trust Territory of the Pacific Islands (TTPI), administered by the United States. The 57th session of the Council was held May 21–June 1.

Trust Territory of the Pacific Islands

The TTPI consists of three distinct island groups: the Marianas (excluding Guam), the Carolines and the Marshalls. After the founding of the United Nations and its trusteeship system, the United States and the UN Security Council concluded an agreement on July 18, 1947, creating the TTPI as a strategic trust territory under U.S. administration.

In May 1986, in resolution 2183 (LIII), the Trusteeship Council determined the United States had fulfilled its obligations as trustee and asked it to make arrangements for trusteeship termination by September 30, 1986, according to status arrangements negotiated with TTPI governments and ratified by their peoples in UN-observed acts of self-determination. The May 1990 Trusteeship Council report to the Security Council noted resolution 2183 (LIII), which called for the process of Compact approval to be completed at the earliest date. On November 28 the Trusteeship Council reconvened to adopt the report and forward it to the Security Council.

On December 7 the President of the Trusteeship Council addressed a letter to the President of the Security Council which contained a draft resolution confirming the partial termination of the Trusteeship as stated in resolution 2183 of 1986. On December 22 the Security Council adopted resolution 683 confirming the Trusteeship Council's action for partial termination of the trusteeship for the Republic of the Marshall Islands, the Federated States of Micronesia and the Northern Mariana Islands by a vote of 14 (U.S.) to 1 (Cuba).

As a result, the Republic of the Marshall Islands (RMI) and the Federated States of Micronesia (FSM) became sovereign, self-governing states in free association with the United States. A third TTPI entity, the Northern Mariana Islands, had become a self-governing U.S. commonwealth in 1986.

The Trusteeship Agreement, therefore, now applies only to the fourth TTPI entity, the Republic of Palau, whose status has not been finalized. The United States and Palau have negotiated a Compact of Free Association, under which Palau would have a status comparable to that of the RMI and the FSM. Efforts to bring the Compact into effect have been thwarted by an inability to obtain the 75 percent Palau voter approval necessary to reconcile nuclear provisions of the Compact with non-nuclear provisions of the Palauan Constitution.

On February 6 a seventh plebiscite was held to determine if 75 percent of the voters were in favor of adopting the Compact. The plebiscite, observed by a visiting mission of the Trusteeship Council, resulted in 61

percent support for the Compact, once again failing to approve its adoption. The Trusteeship Council adopted by consensus in May the report of the visiting mission, which concluded the plebiscite had been held in a free and fair atmosphere.

In view of the UN Charter's clear delegation of oversight of strategic trusts to the Security Council and the Trusteeship Council, the United States continued its policy of nonparticipation in the C–24 on the subject of TTPI.

U.S. TERRITORIES

Special Committee Consideration

The Committee of 24 considered American Samoa, Guam and the U.S. Virgin Islands on August 1–15. As administrative authority, the United States presented statements on the U.S. territories to the C–24's Subcommittee on Small Territories in April, and provided information on these territories to the UN Secretariat in accordance with Article 73(e) of the UN Charter. Continuing the Committee's practice of the past 6 years, the United States was not singled out for condemnation in any C–24 drafted resolutions.

American Samoa

American Samoa is an unincorporated and unorganized U.S. territory located in the South Pacific, 2,300 miles southwest of Hawaii. It comprises seven islands with a total area of 76 square miles, and has a population of about 35,000.

The C–24 submitted a draft resolution to the General Assembly on American Samoa which reaffirmed the inalienable right of the people to self-determination and independence, and called on the United States to take all necessary steps to expedite the process of decolonization in accordance with relevant provisions of the Charter and the declaration. The resolution noted the importance of fostering an awareness among the people of American Samoa of possibilities open to them in exercising their right to self-determination and independence, and called on the United States to strengthen and diversify the economy of the territory. It also urged the United States to safeguard the right of American Samoans to the natural resources of the territory, including marine resources.

Guam

Guam is an organized, unincorporated U.S. territory. About 30 miles long and 4 to 8 miles wide, Guam is the southernmost island in the volcanic

Mariana Islands chain in the Western Pacific, about 6,000 miles west of San Francisco. It has a population of approximately 115,000.

The C–24's recommendations on Guam were submitted to the General Assembly in the form of a draft resolution which reaffirmed the inalienable right of the people of Guam to self-determination and independence and noted the C–24's strong conviction that military bases and installations in Guam could constitute an obstacle to the implementation of the declaration. It urged the United States to continue to take all necessary measures not to involve the territory in offensive military acts and to comply fully with the purposes and principles of the Charter, and declarations, resolutions and decisions of the General Assembly relating to military activities. It also urged the United States to strengthen and diversify Guam's economy, especially in the areas of commercial fishing and agriculture and to safeguard the right of the Guamanians to the natural resources of the territory, including its marine resources. It reaffirmed the importance of promoting Guam's unique cultural identity.

U.S. Virgin Islands

The U.S. Virgin Islands are also an organized and unincorporated U.S. territory. The most prominent of these islands, located 1,000 miles southeast of Miami, are St. Thomas, St. Croix and St. John. The population of the territory is about 110,000, and total land area is approximately 130 square miles.

C–24 recommendations again were submitted in the form of a draft resolution to the General Assembly. The draft resolution reaffirmed the inalienable right of the people of the U.S. Virgin Islands to self-determination and independence; noted with satisfaction the territorial Commission on Status and Federal Relations had started work in preparation for a referendum on the territory's future status; and called upon the United States to foster an awareness among the people of possibilities open to them in the exercise of their right to self-determination. It reaffirmed the responsibility of the United States to continue to promote economic and social development of the U.S. Virgin Islands, and urged the United States to continue to take all necessary measures to comply with the purposes and principles of Charter and General Assembly resolutions which relate to military activities in non-self-governing territories.

General Assembly Action

American Samoa, Guam and the U.S. Virgin Islands were considered, along with other small territories, during the annual session of the General Assembly's Fourth Committee in October under the agenda item "Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples."

The Fourth Committee adopted resolutions on American Samoa and the U.S. Virgin Islands without a vote, and the resolution on Guam following a vote of 99 to 2 (U.S.), with 28 abstentions. The United States sought to amend, and then

voted against, the resolution on Guam because it contained language which did not accurately reflect the situation on the island. The plenary adopted resolutions on American Samoa (Resolution 45/30) and U.S. Virgin Islands (Resolution 45/31) without a vote. Resolution 45/32 on Guam was adopted by a vote of 110 to 3 (U.S.), with 31 abstentions.

The Fourth Committee did not include a resolution on Puerto Rico on its agenda. However, Puerto Rico was mentioned in the C–24 report adopted in the Committee and subsequently in plenary.

NAMIBIA

Namibia gained its independence on March 21, 1990, thus marking the full implementation of Security Council resolution 435 of 1978. The oath of office for the elected President of Namibia was administered by the UN Secretary General also on March 21. With Namibia's independence, the mandate entrusted to the UN Transition Assistance Group (UNTAG) by the Security Council came to a successful end, and UNTAG was disbanded shortly thereafter. UNTAG's responsibilities had included monitoring the ceasefire and supervising the holding of free and fair elections. UNTAG was the largest and most complex peacekeeping operation the United Nations has ever undertaken, involving eventually over 9,000 individuals at a total cost of about $416 million, of which the U.S. portion was 30.7 percent. Final UN accounting of UNTAG's finances may require an adjustment of these figures.

Namibia was admitted to the United Nations on April 23. In the General Assembly, resolution 45/248 relating to budgetary questions for 1990–1991 was adopted by consensus, which, *inter alia*, dissolved the UN Council for Namibia and authorized the orderly completion of programs and activities for Namibia during the period 1990–1994.

PUERTO RICO

A resolution was also introduced in the Committee of 24 similar to previous years, which "reaffirmed" Puerto Rico's right to independence, an option Puerto Ricans repeatedly have declined to exercise. In August, following C–24 consideration of this issue, the resolution passed by a vote of 8 to 1, with 12 abstentions and 3 absent or not voting. The Fourth Committee opted not to refer the resolution to the plenary October 25, although the C–24 consideration appears in the Fourth Committee report to the General Assembly.

The United States opposes discussion of Puerto Rico in the C–24 because in 1953, General Assembly resolution 748 removed Puerto Rico from the list of non-self-governing territories, following the decision of the Puerto Rican people that Puerto Rico should become a U.S. Commonwealth. The General Assembly action recognized that Puerto Ricans had exercised their right to

self-determination, and that, as a self-governing entity, Puerto Rico was no longer a proper subject for UN consideration under the UN Charter.

WESTERN SAHARA

The United States supports a peaceful settlement to the conflict in Western Sahara acceptable to all parties under the auspices of the the Organization of African Unity (OAU) and the United Nations.

As authorized by Security Council resolution 621 (1988), the UN Secretary General appointed a special representative to organize the basis for a UN-monitored referendum for the people of the Western Sahara to decide whether they want independence or union with Morocco. Both the UN special representative on Western Sahara and the Secretary General visited the area in 1990 to ascertain how a referendum might be organized. An interim report by the Secretary General entitled "The Situation Concerning Western Sahara" was issued in June giving preliminary thoughts on how a referendum might be organized by the United Nations.

Resolution 45/21 on the "Question of Western Sahara" was adopted without a vote by the General Assembly in November. It reaffirmed "that the question of Western Sahara is a question of decolonization which remains to be completed on the basis of the exercise by the people of Western Sahara of their inalienable right to self-determination and independence," expressed full support for the UN Secretary General and the OAU to promote a just solution to the issue, and appealed to Morocco and the Polisario to exhibit good will in the settlement of the Western Sahara question.

OTHER QUESTIONS

Fourth Committee

The Fourth Committee took action on 21 draft resolutions and decisions in 1990. It adopted a resolution on reporting information on non-self-governing territories by a vote of 136 to 0, with 3 abstentions (U.S.). A resolution dealing with the role of the specialized agencies in decolonization was approved by a vote of 105 to 12 (U.S.), with 23 abstentions. In addition to resolutions on Western Sahara, American Samoa and the U.S. Virgin Islands mentioned above, it adopted resolutions and decisions dealing with 10 other territories. Also, resolutions on the UN Educational and Training Program for Southern Africa and on offers by member states of study and training facilities for inhabitants of non-self-governing territories were passed without a vote. A decision on St. Helena was adopted by a vote of 106 to 2 (U.S.), with 31 abstentions.

The Fourth Committee also considered the agenda item titled "Activities of foreign economic and other interests which are impeding the implementation

of the Declaration and Granting of Independence to Colonial Countries and all other territories under colonial domination and efforts to eliminate colonialism, apartheid and racial discrimination in southern Africa." It adopted a resolution on "foreign economic activities" by a vote of 79 to 10 (U.S.), with 23 abstentions, and a decision on "military activities and arrangements by colonial powers in territories" by a vote of 78 to 2 (U.S.), with 23 abstentions.

The United States has consistently voted against Fourth Committee resolutions dealing with "foreign economic activities," which make outmoded and erroneous assumptions with regard to activities of multinational corporations. In addition, the U.S. Government does not view activities of foreign economic entities as significant impediments to self-determination. The United States opposed the decision on military activities because it does not view the presence of military facilities and personnel in a non-self-governing territory as necessarily posing a major impediment to the exercise of self-determination by the people there. The United States voted against the decision on St. Helena due to a critical reference to military facilities on Ascencion Island.

Plenary Action

The General Assembly adopted all resolutions and decisions referred by the Fourth Committee. Resolution 45/17 on "foreign economic interests" was approved by a vote of 114 to 11 (U.S.), with 24 abstentions, and the decision on "military activities" by a margin of 116 to 11 (U.S.), with 22 abstentions. (Decision 45/406.) Resolution 45/16 on "information from non-self-governing territories" was adopted by a vote of 147 to 0, with 3 (U.S.) abstentions. The resolution on the role of the specialized agencies in decolonization was approved by a vote of 116 to 12 (U.S.), with 20 abstentions. (Resolution 45/18.) The decision on St. Helena was passed by a vote of 110 to 2 (U.S.), with 33 abstentions. (Decision 45/409.)

The General Assembly also adopted three resolutions and one decision brought directly to plenary. The omnibus resolution on implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples was adopted 132 to 2 (U.S.), with 15 abstentions. (Resolution 45/34.) The United States opposed this resolution because it contained general condemnation of foreign economic activities and called for the withdrawal of foreign military installations from non-self-governing territories. The plenary also approved resolution 45/35 on dissemination of information on decolonization by 134 to 2 (U.S.), with 14 abstentions, and resolution 45/33 on the 30th anniversary of the Declaration on the Granting of Independence to Colonial Countries and Peoples 124 to 2 (U.S.), with 21 abstentions. The United States opposed these resolutions for budgetary reasons. Decision 45/410 on the Decade for the Eradication of Colonialism was passed 127 to 0, with 23 (U.S.) abstentions. The United States abstained because colonialism is

well on the way to being eradicated, making the decision's request for suggestions on an action plan to eradicate colonialism by the 21st century unnecessary.

UN EDUCATIONAL AND TRAINING PROGRAM FOR SOUTHERN AFRICA

The UN Educational and Training Program for Southern Africa (UNETPSA) is a trust fund administered by the United Nations. The Program's mandate is to provide comprehensive financial assistance for education and training of students from southern Africa and former Portuguese territories in Africa. It is financed by voluntary contributions from governments; in 1990 contributions and pledges totaled $4.8 million. The United States contributed $788,000 or 16.7 percent of all contributions.

UNETPSA's goal is to provide education and training for people from southern Africa expected to assume essential responsibilities in their countries. For the period September 1989 through August 1990, there were a total of 1,200 scholarship holders, 839 held by South Africans and 361 by Namibians. Scholarships were being used in a variety of fields of education and vocational training, including law, medicine, nursing, education, biology, sociology, agriculture, business administration, chemistry, economics and marketing. The Program continued to grant joint scholarship awards with the Commonwealth Fund for Technical Assistance, which had agreed to provide placement facilities and administer scholarship awards in Commonwealth countries at a reduced cost to the Program.

Advisory Committee

In 1990 the Advisory Committee held four meetings at which it considered several aspects relating to the development of the Program. It noted with satisfaction the small increase in the level of contributions in that year. A report to the Advisory Committee evaluating the Program from September to December 1989 contained 46 recommendations ranging from criteria for awards and selection of candidates participating in Program-sponsored activities to administrative details meant to streamline the Program's operations. An open-ended *ad hoc* subcommittee prepared a report on those recommendations to be implemented as a matter of priority; it was adopted. The Program proceeded with implementation of the recommendations, and submitted an interim report in this connection to the Advisory Committee in September.

At its September meeting, the Advisory Committee noted with satisfaction progress achieved by the Program in implementation of these recommendations. It welcomed the expanding cooperation with intergovernmental and nongovernmental agencies involved in educational

and training assistance for southern Africa, as well as the continued computerization of the Program.

The UN General Assembly adopted the report of the Secretary General on the work of the Advisory Committee of UNETPSA without a vote in November. (Resolution 45/19.)

Part 8

Legal Developments

Significant legal issues arise frequently in connection with UN activities and in activities of international organizations affiliated with the United Nations. Many of these legal matters are discussed in other parts of this report in the context of the issues or particular international organizations to which they relate. The following deals with 1990 activities of an exclusively legal character.

INTERNATIONAL COURT OF JUSTICE

The International Court of Justice (ICJ) is the principal judicial organ of the United Nations. It decides cases submitted by states and gives advisory opinions on legal questions at the request of international organizations authorized to request such opinions pursuant to the Statute of the Court and the UN Charter. The Court is composed of 15 judges elected by the UN General Assembly and the Security Council, voting independently, from a list of persons nominated by national groups on the Permanent Court of Arbitration. Court members are elected for 9-year terms, with one third of the total number of judges elected every 3 years.

On November 15 the General Assembly and the Security Council conducted the regular triennial election. Judges Robert Yewdall Jennings (United Kingdom) and Gilbert Guillaume (France) were reelected and Andres Aguilar Mawdsley (Venezuela), Raymond Ranjeva (Madagascar) and Christopher Gregory Weeramantry (Sri Lanka) were elected to fill the vacancies left on the expiration of the terms of office of Judges Ruda (Argentina), Mbaye (Senegal) and Pathak (India).

The Court submitted to the 45th General Assembly a brief report on its activities from August 1, 1989, to July 31, 1990. It contained information on the Court's composition, jurisdiction, judicial work, administration and publications. The General Assembly took note of the report in decision 45/405.

Nicaragua v. United States of America

The United States continued to maintain that the Court's decision that it had jurisdiction in this case was "clearly and manifestly erroneous as to both fact and

law," and that the Court was without jurisdiction to hear the dispute. On June 22 the President of the Court stated he would take no action to fix a date for hearings in the pending (damages) phase of the proceedings based upon the views presented by the new Government of Nicaragua that special circumstances facing the new Government would make it extremely inconvenient to take a decision on what procedure to follow in the case in ensuing months.

Iran v. United States of America

On July 24 Iran filed a Memorial in this case against the United States regarding the shooting down of a civilian Iranian airliner by U.S. military forces protecting U.S. merchant vessels in the Persian Gulf during hostilities between Iran and Iraq. By order of June 12 the Court provided that the United States file its Counter-Memorial by March 4, 1991.

INTERNATIONAL LAW COMMISSION

The International Law Commission (ILC) was established in 1948 to promote the codification and progressive development of international law. Its membership consists of 34 legal experts serving in their individual capacities and elected by the General Assembly for 5-year terms, and the current ILC includes a U.S. citizen expert.

The Commission studies topics determined suitable for codification or that other UN bodies refer to it. Its normal procedure is to select one of its members (designated a special rapporteur) to prepare reports on each topic and draft articles which are acted on by the full Commission. The Commission reports to the General Assembly on articles it has adopted during that year's session. It reconsiders articles in light of government comments and then adopts final texts which it forwards to the General Assembly. When the Assembly receives a set of draft articles, it may convene a diplomatic conference to consider adoption of a convention, review the articles itself, note them, or remand them to the Commission for further study.

The ILC held its 42nd session in Geneva from May 1 to July 20. The Commission had on its agenda six substantive topics: state responsibility; jurisdictional immunities of states and their property; Draft Code of Crimes against the Peace and Security of Mankind; law of non-navigational uses of international watercourses; international liability for injurious consequences arising out of acts not prohibited by international law; and relations between states and international organizations.

Draft Code of Crimes Against the Peace and Security of Mankind. The Commission considered draft articles on complicity, conspiracy, attempt and illicit traffic in narcotic drugs, and referred the articles to the Drafting Committee. It also provisionally adopted three draft articles ("International

terrorism," "Recruitment, use, financing and training of mercenaries" and "Illicit drug trafficking"). The Commission discussed establishing an international criminal court with jurisdiction over persons alleged to have committed certain crimes, which had been referred to it by the General Assembly in resolution 44/39.

State Responsibility. The Commission considered a report from the special rapporteur which contained draft articles ("Reparation by equivalent," 'Interest," "Satisfaction and guarantees of non-repetition" and "Restitution in kind") and referred the articles to the Drafting Committee.

International Liability. The Commission discussed the report of the special rapporteur, which contained 33 draft articles on international liability for injurious consequences arising out of acts not prohibited by international law. The Commission decided to revert at its next session to policy and technical issues raised in the report.

Jurisdictional Immunities of States and Their Property. The Commission discussed the report of the special rapporteur which contained, for a number of the articles adopted on first reading, revised texts proposed by the special rapporteur, and referred to the Drafting Committee articles 12 to 28. It received from the drafting committee a report containing 16 articles adopted on second reading, and decided to defer action on the report until its next session, at which time it intends to complete the second reading of the draft as a whole.

Non-Navigational Uses of International Watercourses. The Commission discussed five draft articles contained in the special rapporteur's fifth and sixth reports, as well as a draft annex. It referred all the articles and two provisions of the annex to the Drafting Committee. It also provisionally adopted six new articles: "Protection and preservation of ecosystems," "Prevention, reduction and control of pollution," "Introduction of alien or new species," "Protection and preservation of the marine environment," "Prevention and mitigation of harmful conditions" and "Emergency situations."

Relations Between States and International Organizations. The Commission discussed 11 draft articles contained in a report of the special rapporteur, all of which it referred to the Drafting Committee.

The Sixth (Legal) Committee of the General Assembly approved a resolution on the Commission's report which recommended, *inter alia*, that the Commission should continue its work on all the topics on its agenda. The resolution invited the Commission to consider issues raised in its report on the question of an international criminal court as it continues its work on the draft Code of Crimes. The General Assembly adopted it as resolution 45/41 by consensus.

UN COMMISSION ON INTERNATIONAL TRADE LAW

The UN Commission on International Trade Law (UNCITRAL), established in 1966, has as its principal mandate the progressive codification of international trade law. The General Assembly in resolution 45/42 reaffirmed UNCITRAL as the "core legal body in the UN system" in this field. The Commission is composed of 36 member states, including the United States, elected by the General Assembly for terms of 6 years. The Commission at its 23rd plenary session in June and in the meetings of its specialized working groups continued to conduct its work in a nonpoliticized and technically oriented manner.

International Law Conventions

DRAFT UN CONVENTION ON TRANSPORT TERMINALS

The Commission received official government positions on its draft Convention on the Liability of Operators of Transport Terminals in International Trade, which had been in progress since 1984. These comments, including those from the United States, were compiled and distributed for use in negotiation of a final treaty text at a diplomatic conference planned for 1991. The United States proposed the treaty apply to gaps between coverage under international transportation conventions and national transportation laws. The United States has also focused on assuring a balance between rights and obligations of stevedores, cargo handlers, shippers and operators of transport terminals engaged in international transportation, and the Convention's scope and its relation to other international transportation conventions.

UN CONVENTION ON INTERNATIONAL BILLS OF EXCHANGE AND PROMISSORY NOTES

The United States signed this Convention, prepared by UNCITRAL, on May 31. It covers bills of exchange and promissory notes, which are often employed in international trade and financial transactions, and would create a new international negotiable instrument with accompanying rules of law. The Convention has been endorsed for ratification by the American Bar Association and the Secretary of State's Advisory Committee on Private International Law.

Work program

LEGAL GUIDE FOR INTERNATIONAL COUNTERTRADE CONTRACTS

The Commission at its 23rd plenary session in June approved a draft outline of a legal guide for drawing up countertrade contracts and reviewed draft chapters prepared by the Secretariat. Some states, including the United States,

stated concern that countertrade practices could inhibit growth of multilateral free trade, although it was noted many states engaged in such practices because of foreign currency and international credit limitations, and that the United States and others accommodated such practices in certain commercial areas. The draft legal guide set out technical legal and trade considerations without indicating support for any particular form of trade practice.

Although work was also under way on countertrade guidelines in the Economic Commission for Europe, the plenary concluded that since UNCITRAL as a specialized body of the General Assembly had substantially broader geographic representation than the ECE, including states at all stages of economic development, its work would not be duplicative of the ECE.

MODEL UNIFORM LAW ON INTERNATIONAL CREDIT TRANSFERS

The Commission's Working Group on International Payments held two meetings during 1990 to review the Commission's draft model law. The working group accommodated some U.S. concerns, including adopting provisions on settlement of accounts that allowed multilateral netting, a new procedure at clearing houses in New York. The U.S. Delegation continued to express concern that the draft law needed further revision to be compatible with computer-assisted high volume international banking methods. The Commission was expected to complete its work on this topic in 1991.

MODEL LAW ON INTERNATIONAL BANK GUARANTEES AND STAND-BY LETTERS OF CREDIT

The Commission continued effort at working group meetings to draft a model uniform law on letters of credit and bank guarantees. The United States sought a model law which would support existing commercial practices and facilitate trade by adopting common standards for enforcement of such documents where possible. To the extent that goal proved unattainable in the short-run, the United States proposed a "bridge law" approach, which would provide for reciprocal enforcement of foreign letter of credit type documents under the framework of an UNCITRAL model law. The United States also urged coordination between UNCITRAL and the International Chamber of Commerce, which was revising related ICC rules widely adopted by banking systems in most countries.

MODEL LAW ON PROCUREMENT

The Commission's working group considered a draft model law and its commentary, in an effort to achieve international agreement on contract norms already common to existing major international and domestic procurement systems. The United States continued to express satisfaction at progress made, noting public agency-related acquisitions made up a significant proportion of major purchases in developing states and that

establishing international norms for procurement through UNCITRAL would facilitate trade as well as promote harmonization of national laws. Major issues for the United States continued to be scope of permitted tender and award procedures, "transparency" of applicable national regulations, inclusion of services as well as goods, and remedies.

Other Matters

At the suggestion of the United States and others, the Commission at its plenary session agreed to review newly emerging commercial methods based on computer-assisted transactions as a new priority topic.

The Commission reviewed a Secretariat report on the work of approximately 20 international organizations, both governmental and nongovernmental, in international commercial contracts, international payments, transport and carriage of goods by sea, international commercial arbitration, trade documentation, commodities, transnational corporations, transfer of technology, industrial and intellectual property law and related trade law subjects. The report was prepared in accordance with the General Assembly mandate to UNCITRAL to promote coordination of such work.

The United States joined the Commission consensus supporting continuation of regional training programs by the Secretariat to assist primarily developing countries to build their knowledge of current international commercial law and to consider becoming parties to or implementing the Commission's conventions and model national laws.

DRAFT CODE OF OFFENSES AGAINST THE PEACE AND SECURITY OF MANKIND

The General Assembly has been considering this item periodically since 1947 without definitive result. In the course of the Assembly's consideration of the item since 1978, the United States and other countries have expressed doubt any useful progress could be made, since, *inter alia*, there is no international consensus on what acts of individuals should be considered crimes against the peace and security of mankind.

During Sixth Committee debate on the item, the U.S. Adviser stated it was important to define the lack of international consensus on the topic precisely. He said although there was widespread international agreement that certain state actions violate international law, the Commission had not been able to translate that agreement into the specific, detailed provisions necessary to make up a criminal code. He also questioned whether states agree which acts should be dealt with in a universal code, rather than through specific international conventions, national law and agreements on enforcement.

The Sixth Committee also discussed an international criminal court. Many states, including the United States, expressed doubt that the idea was timely, and urged the Commission to be cautious, given the many unanswered questions with regard to prosecution and enforcement, the danger of disrupting exising systems of enforcement, and the unclear scope of the court's jurisdiction.

The General Assembly in 1990 discontinued its practice of adopting a separate resolution on the draft code and of including the topic as a separate agenda item. The United States had argued in the past that the draft Code should not be considered as a separate agenda item, or otherwise accorded priority treatment. In the future, the Sixth Committee will consider this topic as part of the report by the International Law Commission.

DECADE OF INTERNATIONAL LAW

In resolution 44/23 of November 17, 1989, the General Assembly declared the period 1990–1999 the UN Decade of International Law. At the 45th session, the Sixth Committee appointed a working group to prepare a program of activities for the first term (1990–1992) of the Decade. The program, adopted by the General Assembly in resolution 45/40, listed a number of activities to further each of the Decade's four goals. For example, to encourage progressive development and codification of international law, the program requested the Secretary General to report to the Sixth Committee on the relevant activities of the United Nations, including the International Law Commission. The resolution also requested the Secretary General to submit a progress report to the next General Assembly on implementation of the program for the first term of the Decade, and requested the Sixth Committee's working group to continue at the 46th session.

PROTECTION OF DIPLOMATS

This item was placed on the General Assembly agenda in 1980 in response to the 1979 takeover of the U.S. Embassy in Iran. Since then, the Sixth Committee has adopted resolutions condemning attacks on diplomats, urging states to take steps to protect the security and safety of diplomats and to report to the Secretary General serious violations of the protection, security and safety of diplomatic and consular missions.

In 1990, the Sixth Committee considered this item in the wake of the Iraqi invasion of Kuwait and ensuing Iraqi violations of international law with respect to diplomatic and consular personnel and premises in Kuwait. Added to the standard resolution was a preambular paragraph recalling Security Council resolutions 664, 667 and 674, which had condemned Iraqi treatment of diplomatic and consular personnel and premises in Kuwait, and an operative paragraph calling for immediate cessation of these violations. This revised resolution was adopted by the General Assembly as resolution 45/39 by a vote of 148 (U.S.) to 1 (Iraq), with 0 abstentions.

HOST COUNTRY RELATIONS

The General Assembly established the Committee on Relations with the Host Country in 1971 to deal with security of UN missions and safety of personnel, diplomatic privileges and immunities, tax problems, financial indebtedness of UN missions and their personnel, visa matters and other issues relating to the implementation of the Headquarters Agreement between the United Nations and the United States. (Resolution 169 (II), October 31, 1947.)

The five meetings of the Host Country Committee were generally conducted in a positive atmosphere. At its 147th meeting in October, the Representative of Iraq stated the host country had refused to allow a special Iraqi aircraft bearing the Iraqi Foreign Minister and members of the Iraqi Delegation to the 45th session of the UN General Assembly to land in New York. Thus, he said, Iraq had decided not to participate in the General Assembly at the ministerial level. The Iraqi asserted the U.S. action was a violation of its obligations under the Headquarters Agreement. The U.S. Representative responded that the Headquarters Agreement provided that the host country should not impose an impediment to travel to and from the Headquarters district; it made no reference to an obligation to allow special flights, and commerical flights were available for the Iraqi Foreign Minister. The U.S. Representative also noted some 90 other foreign minsters had traveled by commercial flight to the 45th General Assembly.

The General Assembly adopted, without a vote, resolution 45/46, which approved the report of the Committee on Relations with the Host Country. Although generally noncritical of the United States, the resolution drew attention, once again, to a long-standing issue: travel restrictions. In that regard, the resolution expressed the hope that the host country would continue to bear in mind its obligations to facilitate the functioning of the United Nations and missions accredited to it.

PROTECTION OF VICTIMS OF ARMED CONFLICTS

A biennial UN General Assembly agenda item since 1982, the resolutions, adopted by consensus, have called on states to consider becoming parties to the two 1977 Additional Protocols to the 1949 Geneva Conventions at the earliest possible date. In 1990 the General Assembly considered this item again, and adopted by consensus resolution 45/38, which is virtually identical to those passed in previous sessions.

CONCILIATION RULES OF THE UNITED NATIONS

The Sixth Committee considered for the first time a proposal for UN adoption of a set of rules for conciliation of disputes between states. It

recommended that the General Assembly adopt a decision requesting the Secretary General circulate this proposal to member states and many international bodies for observations, comments and suggestions. It also stated this issue should be examined as part of the program of the UN Decade of International Law and in the Special Committee on the Charter, as appropriate. The General Assembly adopted this decision, 45/413, by consensus.

Part 9

Administration and Budget

President Bush's FY 1991 budget request, issued in January 1990, provided for essentially full funding of U.S. assessed contributions and for payments in a 5-year plan to eliminate U.S. arrearages to the United Nations and other international organizations.

U.S. efforts in 1990 regarding UN budget, administration and institutional management issues continued in pursuit of reform measures initiated in 1986. A major accomplishment was the December decision of the UN General Assembly to approve the UN Program Budget Outline for the 1992–1993 biennium, which included setting an overall budget level and establishing a contingency fund to finance new activities. (Resolution 45/255.) This consensus approval continued implementation of Group of 18 administrative reforms as established in General Assembly resolution 41/213 in 1986. The budget level called for in this outline was based on zero real growth.

The work of the General Assembly's Fifth Committee (Administrative and Budgetary) deals with organization-wide administrative problems, and thus is a major forum in which to pursue the policy objective of a "Unitary UN." The Fifth Committee must provide information on how General Assembly resolutions with financial implications, if adopted, would affect the UN budget. Its most important function is to make recommendations to the General Assembly on the regular program budget and on assessed peacekeeping budgets.

Several special UN bodies assist in this work. In financial matters, there are two key expert bodies composed of individuals acting as independent experts rather than as instructed delegates. The Advisory Committee on Administrative and Budgetary Questions (ACABQ) examines the Secretary General's proposals and reports to the General Assembly on UN budgets and UN accounts, on administrative budgets of UN specialized agencies and on other administrative, financial and budgetary matters referred to it. The Committee on Contributions advises the General Assembly on all questions relating to apportionment of UN expenses among member states. Other expert financial bodies are the Board of Auditors, the Investment Committee

(which advises on the management of the Pension Fund) and the UN Joint Staff Pension Board.

The International Civil Service Commission (ICSC), another expert body, makes recommendations to the General Assembly on the regulation and coordination of conditions of service within the United Nations, specialized agencies and other international organizations which participate in the UN common system of salaries and allowances. The Committee on Conferences is an intergovernmental, administrative body, which develops a workable calendar of UN meetings and advises the Assembly on the most efficient use of conference resources and on current and future requirements.

The Administrative Committee on Coordination (ACC), composed of the UN Secretary General and Executive heads of specialized agencies, IAEA and other major bodies and programs, meets regularly to supervise implementation of agreements between the United Nations and specialized agencies and to coordinate activities of the various organizations. The Committee for Program and Coordination (CPC), an intergovernmental body, serves as the main subsidiary organ of both ECOSOC and the General Assembly for planning, programming and coordination. It plays an additional key role in implementation of the new consensus-based budget process. The Joint Inspection Unit (JIU), a group of experts who serve full time, is empowered to investigate and evaluate any matter bearing on efficiency of services and proper use of funds.

UN REFORM

In December the Fifth Committee approved, by consensus, a draft resolution on the review of the efficiency and financial functioning of the United Nations. The draft resolution was approved by the UN General Assembly, also by consensus, as resolution 45/254. Despite efforts of certain members to end the reform process begun at the 41st UN General Assembly, the Fifth Committee resolution continued efforts to implement reform recommendations of the Group of 18 High-Level Intergovernmental Experts. Resolution opponents argued that the 3-year deadline set by the Group of 18 for implementation of the recommendations had expired, and no further work was required. This was countered by the strong stand taken by the United States and others calling for further action by the UN General Assembly.

A U.S. statement to the UN's Fifth Committee in October referred to several key areas for further strengthening UN reform efforts: further staff reductions in the UN Secretariat and in the number of high-level posts, reforms in the UN's economic and social sectors, strengthening of UN coordination and evaluation mechanisms, and further progress in implementing of the reforms recommended by the Group of 18 High-Level Intergovernmental Experts. Regarding the Secretary General's report on the reform process, the United States noted the report " . . . represents a point of departure for consolidating

and building on the (reform) efforts so far achieved in order to ensure the ongoing revitalization of the United Nations." The U.S. statement took account also of the need for strengthening the UN's ability to deal constructively with critical global problems. However, to achieve this, it noted ". . . we must ensure that reform and restructuring remain on the agenda of the United Nations as we prepare for a new century. Particularly at this time, we cannot afford any backsliding or any lessening of commitment to this endeavor."

Main provisions of the resolution, as subsequently approved in plenary:

— Endorsed recommendations of the Committee for Program and Coordination, which outlined specific areas for further reform (e.g., conference services, economic and social sectors);

— Encouraged the Secretary General and member states to pursue objectives of General Assembly resolution 41/213, particularly those yet to be met, and invited the Secretary General to consolidate and build upon the results achieved through the reform process and to submit proposals, whenever necessary, for improvements in the administrative and financial functioning of the United Nations;

— Encouraged the UN Secretary General to continue to implement provisions of resolution 41/213 and other relevant resolutions on questions of personnel and posts (staff reduction targets), and invited member states and the Secretary General to exercise maximum restraint in proposals for the staffing table of the organization, particularly for high-level posts; and

— Decided to continue considering annually the administrative, structural and other aspects of the improvement of the efficiency of the organization, and invited the Secretary General to report accordingly.

The U.S. Delegation had hoped to achieve a renewed commitment to the implementation of the 15 percent reduction in UN Secretariat staff and 25 percent reduction in high-level posts, but there was little support for such action. However, the resolution did encourage the Secretary General to continue to implement relevant resolutions on personnel, which was significant given the debate on the overall issue of UN reform.

CURRENT FINANCIAL CRISIS OF THE UNITED NATIONS

Resolution 45/236 regarding the current financial crisis and emergency of the United Nations was adopted without a vote in December. Unlike previous years, Fifth Committee deliberations on this issue were marked by a lack of contention.

The primary reason for this appeared to be the favorable outlook of the UN's financial situation as provided in the report of the Secretary General. The

report showed a significant improvement in the UN's cash position; cash on hand at the end of 1990 was estimated at $73.4 million as compared to $47.2 million at the end of 1989. The report also indicated improved cash projections for calendar year 1991.

The improved UN cash position reflected significant payments made by the United States during the course of the year. Total U.S. payments to the UN regular budget in 1990 amounted to $302.6 million. Of this amount, $225.7 million related to the U.S. assessed contribution for calendar year 1990, financed from fiscal year 1991 funds. The $225.7 million, which represented essentially the full U.S. contribution, was paid in two installments. The balance of the $302.6 million related to payments made from fiscal year 1990 funds toward the U.S. calendar year 1989 contribution.

The only issue on which there was some contention concerned the level of the UN's Working Capital Fund. The Secretary General had proposed to increase the authorized level of the Fund from $100 million to $200 million as a means to provide the United Nations with greater flexibility in accommodating unforeseen and extraordinary expenses, particularly for UN peacekeeping activities. The UN's Advisory Committee on Administrative and Budgetary Questions (ACABQ) did not endorse the proposal, recommending that ". . . a decision on the implementation of an increase in the level of the Working Capital Fund should only take place when the principle of payment by member states of their full financial obligations to the organization—the underpinning of the financial health of the United Nations—is honored." Language included in resolution 45/236 would enable the Secretary General to resubmit a proposal for an increase in the Working Capital Fund to the 46th General Assembly.

Because of significant financial implications such an increase would have for the U.S. assessment level, the U.S. Delegation to the Fifth Committee was at the forefront in opposing the increase in the Working Capital Fund. A $100 million increase in the Fund, if approved for 1991, would have increased the U.S. assessment by approximately $25 million.

UN BUDGET

The UN General Assembly adopted two resolutions regarding the UN program budget. One concerned revised estimates for the current 1990–1991 biennium, while the other concerned the budget outline for the next, 1992–1993, biennium.

With regard to 1990–1991, resolution 45/252 was approved by consensus recommending revised estimates for the UN program budget. The revised expenditure estimate for the 1990–1991 biennium totaled $2,134,072,100 and represented an increase of $159,438,100 from the level approved initially in 1989. The bulk of the increase related to revisions in inflation and exchange rates.

In dollar terms, revised inflation rates accounted for $71 million of the overall increase in the 1990–1991 biennium budget. Included in this amount was an estimated $17.3 million to implement pay and benefit increases recommended by the ICSC. The ACABQ recommended deletion of this amount from the revised estimates because the Fifth Committee had not, at that point in time, approved implementation of the ICSC recommendation. Instead, the ACABQ recommended that any increases be reflected in the second performance report on the 1990–1991 program budget issued in December 1991. Since most of the ICSC recommendations with financial implications were approved by the 45th UN General Assembly, the added costs will be included in final appropriations for 1990-1991 (to be approved at the 46th Assembly) and passed on to member states in their assessments for calendar year 1992.

The decline of the U.S. dollar in foreign currency markets was responsible for the largest increase in the 1990–1991 budget. The Secretary General's initial estimate for the impact of the declining value of the U.S. dollar was approximately $106.9 million. However, the ACABQ reduced this estimate by some $15 million through application of average 1990 exchange rates.

Other increases in the 1990–1991 UN budget included primarily nonrecurrent costs for peacekeeping/peacemaking activities in Afghanistan and Haiti, decisions of policy making organs in 1990 and computer costs for the Economic Commission for Africa (ECA). The $15 million contingency fund, established under the new UN budget reform procedure to accommodate new programs and activities, was not exceeded in the 1990–1991 UN program budget. Expenditures for new programs financed from the contingency fund totaled $11.8 million. Amounts approved in 1990 alone accounted for $9.9 million of the $11.8 million and included U.S. supported programs on drugs, the environment, human rights and crime prevention.

With an independent Namibia in 1990, some $13 million in savings were realized in the 1990–1991 UN program budget for activities previously devoted to Namibia. These savings more than offset such "controllable" increases as the further drawdown of the contingency fund and additional computers for the ECA.

Excluding the impact of cost increases for unfavorable developments in exchange rates and inflation and the nonrecurrent peacekeeping/peacemaking costs for Haiti and Afghanistan, the ceiling level established for the 1990–1991 biennium at the 43rd General Assembly was maintained. General Assembly resolution 41/213, which forms the basis for the new UN budget reform procedure, did not require upward adjustments for inflation, currency or salary/benefit increases to be financed within the initial level approved in the budget outline. Accordingly, the integrity of the new budget procedure was maintained at the 45th General Assembly.

Of major significance was maintaining the integrity of the contingency fund within the $15 million approved level, since the fund plays a central role in the UN's budget reform procedure. With the demonstrated success of the contingency fund, there was essentially no objection to the Secretary General's proposal, as recommended by the ACABQ, to maintain the fund at the same 0.75 percent level as initially established for 1990–1991.

Resolution 45/255, the proposed program budget outline for the 1992–1993 biennium, was also adopted without a vote. Adoption of an acceptable budget outline for the 1992–1993 biennium was the most important objective for the U.S. Delegation to the 45th General Assembly. Approval of the budget outline by consensus decision-making represented a key element of the UN budget reform procedure. It provided the basis for the Secretary General to begin preparation of the 1992–1993 detailed budget estimates for review and subsequent approval at the 46th UN General Assembly in 1991.

The Secretary General's proposed budget outline was not introduced until very late in the session (December 15), to ensure the approved level took account of the budgetary implications of decisions taken at the 45th General Assembly which would have an impact on the following budget cycle. The level approved for the 1992–1993 budget outline amounted to $2,006.2 million, using initial 1990–1991 rates. With further recosting, taking account of revised 1990–1991 rates and projected rates for 1992–1993, the budget outline level amounted to $2,462.4 million. The level of the contingency fund was maintained at 0.75 percent, the same as for 1990–1991.

As approved, the budget outline for 1992–1993 reflected the Secretary General's projection of zero real growth. However, it also requested the Secretary General and the ACABQ to review the methodology for calculating the rate of real growth, and stressed that the methodology for preparation of the outline and the program budget should be revised to increase transparency.

AUDIT REPORTS

In October and November, the Fifth Committee considered financial reports and audited financial statements for the period ended December 31, 1989, and reports and audit opinions of the Board of Auditors concerning the United Nations, including the International Trade Center and UN University, UN Development Program (UNDP), UN Children's Fund (UNICEF), UN Relief and Works Agency for Palestine Refugees in the Near East (UNRWA), UN Institute for Training and Research (UNITAR), voluntary funds administered by the UN High Commissioner for Refugees (UNHCR), UN Population Fund (UNFPA), Fund of the UN Environment Program and UN Habitat and Human Settlements Foundation. Also considered was the relevant report on the audit findings of the ACABQ.

Qualified audit opinions were again issued for the UN Population Fund and the UN Development Program. For UNFPA, the major reason was the lack of audit certificates or clearances for executing agencies. Although a fourth consecutive qualified audit opinion was issued for UNDP, auditors were able to note considerable progress made in resolving many issues noted in previous reports. UNDP accounts will be audited biennially beginning with the period 1990–1991 (as will UNFPA and UNICEF), which should eliminate a major uncertainty in reporting on program expenditures and obligations.

All U.S. Delegation proposals were incorporated into the resolution. The most contentious was the U.S. proposal to establish confidential procedures to permit staff members of audited UN organizations and programs to report instances of financial misconduct or irregularity directly to the external auditors. The U.S. Delegation argued such protection was needed, because some UN staff members had expressed concern about retaliatory measures if they reported such cases to the internal auditors. Some delegations objected, believing this proposal reflected measures applicable only in totalitarian regimes. The U.S. Delegation responded that such a system had been established in the United States to allow employees of the Federal Government to report waste, fraud and abuse. Opposing delegations accepted a minor revision of the U.S. proposal which would request executive heads of UN organizations and programs to consider effective measures to facilitate reporting by staff members, on a confidential basis, of any inappropriate use of resources and to report on this to the 46th session of the UN General Assembly.

Another issue of contention concerned language proposed by the U.S. Delegation which, in endorsing a recommendation of the ACABQ, would request the panel of external auditors to conduct a study on development and application of appropriate accounting principles and standards for consistent application in the UN system. The U.S. Adviser to the Fifth Committee called for ". . . greater commonality or standardization in the financial reporting systems of the respective organizations." This would simplify analysis of programs and budgets on an organizational basis by member states as well as by institutional bodies such as the Board of Auditors and the ACABQ. Such measures would

> . . . allow us to decide in a more coherent manner which agency should have the preeminent role in implementing new initiatives. It would also allow us to detect inefficiency and bureaucratic excesses by better distinguishing between operating and program expenses.

It was decided to include in the resolution language which requested the panel of auditors to submit to the 46th UN General Assembly an interim study on issues to be resolved in development and application of accounting principles and standards for consistent application in the UN system, taking into account the benefits of such principles as well as major problems to be

addressed. Inclusion of this language was achieved only after assurances by the chairman of the ACABQ that such an interim study would have minimal costs.

Other key elements in this Fifth Committee draft resolution were:

— With approval of biennial audit procedures for UNDP, UNFPA and UNICEF, external auditors would be permitted to report significant problems to the UN General Assembly after the first year of the biennium.

— A request to the Secretary General to examine the work load of the Board of Auditors to determine the adequacy of resources for external audit (the U.S. Delegation proposed this study in view of the reduction in audit reports issued as a result of the biennialization of reporting for UNDP, UNFPA and UNICEF).

— A request to executive heads of the UN system agencies to implement more effective controls over payment of all allowances and benefits to staff members, to prevent fraud and abuse.

— Expression of appreciation to the Secretary General for steps to eliminate abuses in payment of income tax reimbursement, and a request he continue efforts to recover excess income tax reimbursements which remain outstanding.

— Urging of executive heads of other audited programs to investigate possible abuses in payment of income tax reimbursements and report on this to the 46th UN General Assembly.

The General Assembly adopted resolution 45/235, "Financial Reports and Audited Financial Statements, and Reports of the Board of Auditors," without a vote.

FINANCING PEACEKEEPING OPERATIONS

The 45th UN General Assembly adopted, by consensus, five separate resolutions on financing the following UN peacekeeping activities: UN Disengagement Observer Force (UNDOF), UN Interim Force in Lebanon (UNIFIL), UN Iran-Iraq Military Observer Group (UNIIMOG), UN Angola Verification Mission (UNAVEM) and UN Observer Group in Central America (ONUCA). Approved resolutions remained unchanged from the draft versions recommended earlier by the Fifth Committee.

Resolution 45/243 appropriated $20,208,000 (gross) for the operation of UNDOF for the period June 1–November 30, 1990, and $20,679,000 (gross) for the period December 1, 1990–May 31, 1991. The resolution also authorized the Secretary General to enter into commitments for operation of UNDOF at a rate not to exceed $3,446,500 (gross) per month for the period June 1–November 30,

1991, inclusive, should the Security Council decide to authorize continuation of the force. Included also in the resolution was provision for crediting to member states the surplus balance of $2,017,408, which had accrued in the UNDOF account as at December 31, 1989. The surplus would be credited to member assessments in respect of mandate periods as may be approved by the Security Council subsequent to May 31, 1991.

Resolution 45/244 appropriated $144,102,000 (gross) for the operation of UNIFIL for the period February 1, 1990–January 31, 1991. It also authorized the Secretary General to enter into commitments for operation of UNIFIL at a rate not to exceed $12,789,000 (gross) per month for the 12-month period beginning February 1, 1991, subject to Security Council decision to extend the mandate of the force.

Resolution 45/245 appropriated $29,800,000 (gross) for operation of UNIIMOG for the period April 1–September 30, 1990. Member assessments for this period would be offset by an unencumbered balance amounting to $5,000,000. The resolution also appropriated $9,823,000 (gross) for the operation of UNIIMOG for the period October 1–November 30, 1990, and $7,274,000 in respect of the period December 1, 1990–January 31, 1991. Unencumbered balances of $9,823,000 and $7,274,000, respectively, would be offset against member assessments, thereby resulting in no member assessments for the period October 1, 1990–January 31, 1991. Also approved was authorization for the Secretary General to enter into commitments for UNIIMOG amounting to $3,475,000 (gross) per month for the period February 1, 1991–January 31, 1992, subject to Security Council approval for continuation of the UNIIMOG mandate beyond January 31, 1991. Disposition of further unencumbered balances for UNIIMOG would be deferred until the 46th UN General Assembly.

Resolution 45/246 appropriated $4,381,900 for operation of UNAVEM for the period from January 3, 1991–August 2, 1991. As authorized by Security Council resolution 626 (1988), the 31-month mandate period for UNAVEM would terminate effective August 2, 1991. The General Assembly decided to defer until its 46th session a decision on estimated unencumbered balances which may accrue in the UNAVEM appropriation.

Resolution 45/247 appropriated $27,144,600 (gross) for operation of ONUCA for the period May 7–November 7, 1990, and $19,410,200 from November 7, 1990–May 7, 1991. Member assessments would be offset by $10,219,300 in unencumbered balances in respect of the period November 7, 1989–May 7, 1990, and an additional $1,718,000 in respect of the period November 7, 1989, (same beginning date) to November 7, 1990. Subject to Security Council approval for continuation of the ONUCA mandate, the resolution authorized the Secretary General to enter into financial commitments at a rate not to exceed $2,730,000 (gross) per month, with prior concurrence by the ACABQ, for the period May 7–November 7, 1991.

Among the most difficult issues was a proposal to increase the standard rate of reimbursement provided governments which contribute military troops to UN peacekeeping operations. The report of the Secretary General on this issue made no specific recommendation, but suggested that an increase of 7.4 percent was justified. The ACABQ observed that information provided by troop-contributing governments was inconclusive with regard to costs. However, since no increase had been granted since 1980, the ACABQ proposed a 4 percent upward adjustment. The United States strongly opposed an increase, while some troop-contributing governments insisted on an increase.

Three votes were taken in the Fifth Committee on increases in troop reimbursement rates. The first vote, on a proposal for taking no action on a draft resolution for increasing reimbursement rates, was defeated 7 (U.S.) to 54, with 16 abstentions. The second vote concerned a U.S. proposal to replace the paragraph in the draft resolution calling for a rate increase with the following:

> Decides that reimbursements to governments of troop-contributing states need periodic adjustment and that this is an issue which must be given special attention at the resumed session of the 45th UN General Assembly in April in the context of the overall consideration of peacekeeping financing arrangements, taking into account the changing character of peacekeeping activities.

In introducing its proposal, the U.S. Delegation recognized the importance of the issue and agreed it needed attention, but said the United States could not accept an increase in rate of reimbursement without a comprehensive review of overall financial arrangements for peacekeeping activities. The U.S. proposal was defeated by a vote of 3 (U.S.) to 52, with 21 abstentions.

The final vote on the draft resolution as a whole, which included provision for a 4 percent increase in the rate of reimbursement for troop-contributing countries, was 82 to 2 (U.S.), with 9 abstentions. However, due to the delay in completing action in the Fifth Committee on this item, final plenary action was deferred to a resumed session of the 45th General Assembly in 1991.

SCALE OF ASSESSMENTS

Resolution 45/256 concerning the scale of assessments for the apportionment of the expenses of the United Nations was adopted by consensus.

In 1988 the General Assembly adopted resolution 43/223 which prescribed the scale of assessment for 1989 through 1991. Debate in the Fifth Committee in 1990 was mainly technical in nature concerning the approved scale. However, as the case in 1989, debate was prolonged and highly contentious with Committee approval of a draft resolution achieved just prior to the conclusion of the 45th regular session of the General Assembly. Some

delegations called for adjustments in the scale methodology which would reduce assessments of those countries with large external debt, and objected to a formula worked out by the Committee on Contributions which based relief in the scale not strictly on aggregate external debt, but also on the extent to which debt was being paid. To achieve consensus, the proposed debt formula was rejected and the existing measures maintained.

One member state sought an adjustment in the lower per capita income allowance formula above the $2,600 level recommended by the Committee on Contributions. Under the UN's scale methodology, the upward adjustment would have the effect of expanding the number of developing countries which qualify for reduced assessments. The resolution contained deliberately vague language calling on the Committee on Contributions to update the upper limit ($2,600) and adjust it in accordance with the evolution of the average world per capita income until 1989.

A highly controversial issue concerned a proposal to change the composition of the Committee on Contributions, either through elimination of a Western European and Others Group (WEOG) member in favor of a Latin American member, or through outright expansion of the Committee with more Latin American representation. After prolonged debate, and in face of strong opposition by the WEOG members, the proposed change in Committee composition was not incorporated into the resolution.

In his statement before the Fifth Committee on October 24, the U.S. Representative commented on several aspects of the scale of assessments issue, including the continued objection by the United States to the use of "capacity to pay" as the fundamental criterion for determining the UN scale of assessments. He noted that

> . . . such a criterion has the effect of denying the sovereignty and equality of member states; it puts a disproportionate reliance on too small a number of contributors; and it fails to encourage responsible positions on budgetary issues. My delegation is firm in the conviction that the best way for member states to keep their assessments at levels that their governments can afford is by controlling UN budgets and energetically pursuing means to keep spending down.

In noting the extreme complexity of the UN scale of assessments and the continuing, often contentious, debate regarding detailed aspects of the scale methodology, the U.S. Representative urged the Fifth Committee give some thought to the desirability of finding a new basis for determining the scale. This suggestion did not imply the United States was seeking to lower its assessment rate. Rather, as stated by the U.S. Representative,

> . . . our purpose would be to find a basis which allows the Committee to avoid the unfortunate arguments now surrounding the technical complexities of the scale and, more importantly, which would enable the formulation of a scale of assessments that is simple, clear and understandable to all. We believe that a new scale should reflect a country's pride and self-image, and its perception of benefits gained by participation in the United Nations. We believe that such a scale would better encourage responsible positions on budgetary issues.

With regard to the Committee on Contributions, he noted the United States "... would be emphatically opposed to any effort to change the composition of the Committee on Contributions." In noting there are a handful of countries which contribute some 80 percent of UN resources, the U.S. Delegation could not support any loss of seats for those paying the major share of UN costs, nor could it support expansion of the Committee.

COMMITTEE FOR PROGRAM AND COORDINATION

The Committee for Program and Coordination (CPC), composed of 34 member states, is the main subsidiary organ of both ECOSOC and the General Assembly for planning, programming and coordination. One of the key elements in the 1986 package of UN administrative and budgetary reforms gave the CPC a central role in a new, consensus-based decision-making process for approving the UN program budget. CPC now plays a vital role in U.S. efforts to exercise appropriate influence on the size and priorities of that budget.

In addition to its annual session on May 7–June 11, the CPC also met September 17–22. Major topics considered at the spring meeting were the draft medium-term plan for 1992–1997, program coordination, program performance for 1988–1989, UN reform and the review of evaluation activities. The major topic at the September session was the 1992–1993 program budget outline.

ECOSOC reviewed CPC's report at both its summer session and its resumed session during the General Assembly. It endorsed CPC's conclusions and recommendations in resolution 1990/83 in July, and resolution 1990/289 in November. The 45th General Assembly considered the CPC report under its agenda item on program planning; CPC's recommendations were approved without a vote in December as resolution 45/253.

The Medium-Term Plan for 1992–1997

One long-standing aspect of CPC's program planning mandate is to review the UN's medium-term plan (MTP), an important planning guide which constitutes the principal policy directive of the United Nations. It sets out the organization's goals as mandated by the General Assembly, and its plans and proposed programs to implement those goals. In 1990 a new 5-year plan was presented to CPC as the first step in the final round of review before adoption. CPC's responsibility was to examine the entire plan from a programmatic perspective prior to its submission to the 45th UN General Assembly for adoption.

Most of the revisions ultimately agreed upon by CPC were minor. The single exception was its endorsement of a separate program for African development activities. This new program would bring together African assistance activities scattered throughout the proposed plan, and in that way

focus greater attention on the African continent's needs and the UN's response to them.

CPC noted the plan had been prepared in conformity with the planning and budgeting process laid down in UN General Assembly resolution 41/213, and the Committee particularly welcomed the consultations with functional, sectoral and regional intergovernmental bodies throughout the review process. CPC undertook efforts to improve the structure of the MTP and encouraged further progress on that, particularly in the definition of sectors of activity and presentation of activities being conducted in each sector. CPC members commented that the objectives of many subprograms should be stated with greater clarity and precision, and that proposed strategies and courses of action of the Secretariat should be more clearly spelled out.

The Committee welcomed the efforts of the Secretary General to propose priorities among subprograms of the MTP. It noted inconsistency in priority designations of various subprograms, and that new activities had not always been identified in the proposed plan. Most important, CPC noted the absence of an indicative estimate of necessary resources in the proposed MTP. Some information on that subject was provided informally, but was inadequate. Finally, with regard to the structure of the MTP, the Committee welcomed the Secretary General's proposal to reissue it in a new and simpler format in 1992, and further to reissue the document in its entirety after each biennial revision.

In its own commentary on the new MTP the United States, recognizing the plan's importance in the UN program execution process, emphasized the importance of peacekeeping, human rights, drug abuse control, social progress, and program coordination.

UN Reform

CPC called for further action to implement fully UN General Assembly resolution 41/213, particularly with respect to personnel questions and reduction of posts. Perhaps even more important was agreement to view improvement of efficiency and effectiveness of the organization as an open-ended process. This was a significant achievement for the United States and others in the face of efforts to move away from this effort.

Program Coordination

CPC called upon UN system agencies to make better use of existing mechanisms for coordination, and also called for more commitment to coordination from the system and member states. CPC also noted improvement in coordination throughout the UN system was a topic to be considered at the 25th series of joint meetings between the Administrative Committee on Coordination (ACC) and the CPC. Accordingly, it

recommended that a prototype of a revised ACC report be presented to the joint meeting. The goal was to create a basis for a more coherent overview of UN system activities.

The United States strongly favored this initiative as an important step in efforts to view the UN system as an integrated whole which could be more efficiently and effectively coordinated. To emphasize this, the U.S. Representative delivered a major statement which noted the emphasis placed by member states on effective coordination and the need to focus more precisely the program directions of the United Nations, give more shape to the UN's agenda, and establish specific program priorities in the context of a coherent, fully integrated approach that avoids duplication and overlap.

To achieve these goals, the United States endorsed the concept of a "Unitary UN" to foster greater efficiency and coherence of UN system activities. This concept would be fostered by establishment of program and budget priorities, better use of mechanisms such as the ACC and its technical subcommittees and a greatly improved format of the annual report of the ACC. As progress is made, the United Nations would be better able to deal effectively with serious international problems.

Program Performance for 1988–1989

In the past, this biennial report received routine review. However, in 1990 the United States criticized the contents of this document, as an inadequate overview of its topic, and noted that it was almost impossible for member states to assess accurately the true level of program performance for the biennium. Although the CPC accepted the report, it acknowledged the report could be improved and requested the Secretary General do so.

Review of Evaluation Activities

Two significant evaluation reports considered by CPC at its 30th session were a report by the Secretary General on the application of evaluation findings in program design, delivery and policy directives and an in-depth evaluation of major programs on human settlements.

The Secretary General's report indicated some success with use of self-evaluation techniques, but CPC found many aspects needing improvement. It noted evaluation had not been fully integrated into the program planning cycle, and stressed that efforts be intensified to draw evaluation findings to the attention of specialized intergovernmental bodies for due consideration. CPC noted recurrent problems relating to program design in the expiring MTP, and stressed the importance of continuing efforts at improvement. It also reaffirmed the importance of the evaluation process for program planning and implementation, and made a number of suggestions to the Secretary General for improvements.

CPC accepted the in-depth evaluation of the human settlements program. The Committee's recommendations on it were brief and practical.

CPC reviewed a progress report on an in-depth evaluation of UN programs on science and technology. Its main concern was that the final report should contain a conclusive analysis identifying options for the future that would include action-oriented proposals for solving problems identified in the assessments cited in the progress report, with particular emphasis on the Vienna Program of Action. CPC also reviewed a progress report on an in-depth evaluation of the Economic Commission for Africa.

JOINT INSPECTION UNIT

The JIU consists of 11 inspectors authorized to investigate matters pertaining to efficient and effective operations in the UN system. These inspectors serve in a personal capacity as experts on the UN system, and are appointed by the UN General Assembly for 5-year terms; Richard V. Hennes of the United States was an inspector during 1990. The Unit focuses on improving management of UN programs and agencies, and on encouraging greater coordination at all levels.

In 1990 the JIU published four reports: on distribution of documents and publications of UNESCO in developing countries; coordination of activities related to early warning of possible refugee flows; presentation, management and reporting of extrabudgetary financial resources of the United Nations; and a survey of the African Institute for Economic Development and Planning.

For the United States, the most significant of these was the survey of extrabudgetary resources of the United Nations. This was the second in a series of reports intended to encourage improvements in transparency and comparability of budgetary structures, procedures and presentations of the UN system agencies. Accumulation, utilization and accountability of extrabudgetary resources is of growing concern especially because the size of these funds is large and there is a growing perception of insufficient financial and programmatic control over these resources. This report was not issued in time for consideration at the 45th UN General Assembly, but will be reviewed carefully in relevant forums during 1991.

Another report of significant interest to the United States discussed better coordination among UN agencies on the early warning of possible refugee flows. Recommendations in this report were aimed primarily toward increasing levels of coordination among various UN organizations.

In its 1990 annual report, the JIU discussed its attention to management, budgetary and administrative issues relevant to the agendas of the governing bodies of its participating organizations, as the General Assembly had requested in resolution 44/184, paragraph 2.

The Fifth Committee expressed appreciation for reform measures the JIU introduced to improve further its working methods and the quality of its work. In its annual resolution on the work of the JIU, adopted by consensus in plenary resolution 45/237, the Committee urged executive heads and governing bodies of participating organizations of the JIU to take full advantage of the JIU and its resources and to give due attention to its reports and recommendations.

The Committee also requested the Unit:

— Take a more selective approach in drawing up its work program to give greater attention to management, budgetary and administrative issues identified by the ACABQ in its annual report to the UN General Assembly, and by the Board of Auditors in its audit opinions and reports, as well as those areas of the UN system presently undergoing reform;

— Make every effort to shorten its reports, and include therein an executive summary of recommendations;

— Provide in its annual report more detailed commentary on implementation of its recommendations; and

— Concentrate its work on specific and practical operational problems and address more precisely defined issues.

The resolution requested the Secretary General review the research and analytical capacity of the Secretariat of the JIU to enhance its performance. It specifically commended the JIU on efforts to encourage greater harmonization of budgeting procedures and to facilitate development of more equitable and comparable budgeting throughout the UN system. Finally, it encouraged the earliest and fullest possible consideration of JIU reports, requesting that the Secretary General present a report to the 46th UN General Assembly on actions taken by UN organizations to enhance consideration of JIU reports by the respective governing bodies.

COMMITTEE ON CONFERENCES

The Fifth Committee resolution under the agenda item, "Pattern of Conferences," was adopted by consensus by the UN General Assembly as resolution 45/238.

Action on this item was preceded by meetings of the UN's Committee on Conferences, which held its substantive session August 20–29. Among primary issues considered were the request of the Human Rights Committee for holding its spring session in New York, rather than its headquarters in Geneva; "utilization rates" of conference services by UN bodies; entitlement to summary records of proceedings by UN bodies and their subsidiary organs;

and the UN Secretariat's compliance with the "6-week" rule for submitting relevant documents to member states before the start of a meeting or conference.

As in 1989, the Committee on Conferences deferred decisive action on questions concerning effective use of conference service resources in the UN budget. Strengthening of the Committee, including its greater involvement with questions relating to UN budgeting for conference services resources, were among the recommendations called for in the report of the Group of 18 High-Level Intergovernmental Experts submitted in 1986. However, the Committee has been reluctant to address issues with budgetary overtones even though conference services represent approximately 20 percent of the UN budget.

In the context of its review of the UN's 1991 calendar of conferences, the Committee on Conferences decided not to object to the Geneva-based Human Rights Committee holding its spring 1991 meeting in New York. This decision was taken despite the recommendation of the ACABQ for not moving the meeting to New York. Objection to the New York meeting was raised in the Committee on Conferences by the United States.

UN General Assembly resolution 44/196 (1989) had called on the Committee on Conferences to review utilization rates in force for measuring how efficiently UN conference resources are used by UN bodies. Although the Committee had difficulty in deciding on a precise formula for measuring such utilization rates, it decided to implement a new formula on an experimental basis for the next 3 years, and to continue to study further the whole issue of determining an effective utilization rate for conference service resources.

The Committee on Conferences agreed only to "monitor further" the provision for summary records of UN bodies and their subsidiary organs. No decisive action was taken to penalize UN bodies which repeatedly violated the 32-page limit on conference reports. The U.S. Delegation did not gain support for its proposal to recommend to the UN General Assembly that summary records be taken away from UN bodies which repeatedly violated the 32-page limit. Also, the Committee on Conferences failed to take any concrete measures for enforcing the "6-week" rule on the UN Secretariat for its submission of documents prior to the start of meetings or conferences.

The UN's Fifth Committee considered the agenda item titled "Pattern of Conferences" in October. The U.S. statement was delivered in October by the U.S. Representative to the Fifth Committee. In his statement, the U.S. Representative reiterated past U.S. concerns regarding the lack of assertiveness by the Committee on Conferences in addressing issues of importance to the Committee's work:

> Time and again, on the important issues before the Committee on Conferences, we elected to "take note" of some issues or "defer" until next year others. In 1986 the Group of 18 approved a number of recommendations intended to strengthen the role of the Committee.

The Committee was given a role in monitoring budgetary implications of conference service requests. Unfortunately, the 43rd General Assembly denied the Committee this authority. During the August (1990) session, it became painfully apparent that this misguided decision prevented the Committee from approving an additional week of meetings for one expert body, an authority which existed prior to 1986. The 45th session should consider repealing the restrictions placed on the Committee on Conferences regarding decisions involving budgetary matters approved under resolution 43/222.

The U.S. Representative noted the inability of the Committee on Conferences, at its August session, to reach firm decisions on the issue of utilization rates for conference service resources. He noted that too much Committee time was spent debating the merits of various methodologies which could be used in measuring the utilization rates. Because any methodology entails imperfections, he said, the Committee should have agreed quickly on a single methodology and spent more time discussing enforcement measures to reduce the extent to which conference resources go unused. In the view of the U.S. Delegation, " . . . it would not be unreasonable for the Committee on Conferences to recommend that the General Assembly reduce by, say, 10 or 15 percent conference resources allocated to committees that consistently use less than 75 percent of the resources allocated to them."

The U.S. Representative noted also the inability of the Committee on Conferences to deal decisively with the issue of the 32-page limit for conference reports, and the "wasteful" use of summary records for bodies which regularly violate the 32-page limit. Rather than recommend decisive measures to remedy the abuses, the Committee on Conferences recommended another "study" on the merits of the 32-page limit, and would continue to "monitor" the issue of summary records for those bodies which continually violate the 32-page limit.

With regard to the request of the Human Rights Committee to hold its spring 1991 session in New York, the U.S. Delegation believed the UN General Assembly should call on treaty bodies such as the Human Rights Committee to abide by the General Assembly rule requiring UN bodies to hold meetings at their respective headquarters.

In closing his statement, the U.S. Representative reiterated points made by the United States in past sessions:

> . . . the Pattern of Conferences is a significant item on our agenda, and we in the Fifth Committee need more help from the Committee on Conferences in doing our work. . . . We believe that the Committee should be much bolder in proposing tough approaches to saving scarce conference service resources. Conference servicing takes up some 20 percent of the UN regular budget. The Committee on Conferences is an impotent body in part because its members make it so, and it is past time the Committee begins to assert itself.

INTERNATIONAL CIVIL SERVICE COMMISSION

The International Civil Service Commission (ICSC), a 15-member body of recognized experts, which included U.S. citizen Claudia Cooley in 1990, is responsible for making recommendations on salaries, allowances, and other

benefits and conditions of service for employees of the United Nations and its specialized agencies. The Commission met twice, in New York for its 31st session and in Geneva for its 32nd session. The Fifth Committee considered the ICSC's annual report in November and December.

At its two sessions, the Commissioners discussed, debated, took decisions on, and developed recommendations regarding a variety of agenda items, including treatment of housing for Professional and higher categories; methodology for periodically determining the highest paid national civil service used to establish pay for professional staff; conduct of the comprehensive review of pensionable remuneration of the General Service and related categories of staff; review of the functioning of the ICSC; norms for implementing salary increases for General Service staff recommended by the ICSC; pensionable remuneration of ungraded officials; adjustment to the base/floor salary scale for professional and higher category staff; and review of the level of the education grant.

The General Assembly approved some ICSC recommendations, but remanded several others back to the Commission for additional study, revision or consideration. Key changes authorized to the system were:

— Effective January 1, 1991, provisional extension to 7 years of the length of time staff at Headquarters locations can receive rental subsidies, establishing the additional 2 years' subsidy at the existing first-year rate.

— Effective March 1, 1991, an increase in the base floor salary scale by 5 percent, on a "no gain-no loss" basis, by moving five percent from post adjustment into base. The base floor scale was developed in reference to U.S. Federal Civil Service net salary levels. The increase would reflect partially salary increase granted to U.S. Federal civil servants, as well as changes in U.S. rates of taxation. (The UN General Assembly approved a smaller increase than the 8.5 percent recommended by the ICSC, in part because of concerns over the direct relationship of the floor scale to the mobility/hardship allowance.)

— Effective January 1, 1991, an increase in the maximum admissible level of educational expenses in certain locations where average costs exceeded the norm. This was considered an interim measure until the ICSC completed its full study in 1991 of the process for setting education grant levels and reports thereon to the 46th General Assembly.

The General Assembly adopted resolution 45/241 on the report of the International Civil Service Commission without a vote.

PERSONNEL QUESTIONS

Various personnel questions were considered in the Fifth Committee between October and December. Two resolutions eventually were adopted without a vote in December.

The first, adopted as resolution 45/239, contained three sections: Composition of the Secretariat; Administration of justice; and Improvement of the status of women in the Secretariat.

The section on composition of the Secretariat reflected member state concerns they should be adequately represented in professional posts subject to geographical distribution, including those in the upper echelons, and that candidates should have equal opportunity to secure those posts. The Secretary General was urged to enhance his efforts to recruit nationals from underrepresented and unrepresented member states, and to take steps to ensure equitable representation of member states at senior and policy formulation levels of the Secretariat, especially by developing countries and member states with inadequate representation at those levels. This was to be done without compromising standards of efficiency, competence and integrity. Further, the Secretary General was requested to expedite filling posts reserved for candidates who have successfully competed in national examinations, pursue developing a comprehensive career development system, strengthen training capabilities for all categories of staff, and develop further the classification and evaluation systems and promotion procedures.

Other major concerns of this section were secondment from government service and desirable ranges for equitable distribution of posts subject to geographic distribution. Regarding the former, the General Assembly endorsed the Secretary General's approach toward regularizing the secondment practice. This would include, *inter alia*, conducting a review of the UN's secondment practices, improving documentation involved in processing secondments, and developing new procedures to ensure uniform understanding of the nature of an individual's contract while under secondment. For the latter, the General Assembly requested the Secretary General submit a report which included alternative ways to apportion positions among member states.

The second section of the resolution dealt with administration of justice in the UN Secretariat, which for several years has been strongly criticized by both staff and member states for its cumbersome procedures, overelaborate machinery and resultant long delays in reaching decisions. The resolution requested continued reforms, particularly establishment by 1991 of an effective system for informally settling staff grievances, as well as a soundly functioning disciplinary system.

The third section of the resolution focused on the status of women in the UN Secretariat. It urged the Secretary General to make greater efforts to employ more women, especially in higher grades and from a wider range of countries (particularly developing countries). It urged the Secretary General to strengthen efforts to achieve by 1990 the goal of filling 30 percent of posts subject to geographic distribution with women, and to increase the number of women to 35 percent by 1995. In particular, it requested the Secretary General increase to 25 percent the number of women in higher level posts, also by 1995. Member

states were requested to support the Secretary General's efforts by nominating more women candidates and by encouraging women to apply for such posts. The General Assembly also requested the Secretary General develop an action program to advance the status of women in the Secretariat.

The second resolution adopted by the General Assembly, 45/240, concerned the privileges and immunities of international civil servants and was very similar to resolutions adopted in earlier years. It reiterated the Assembly's deep concern for the safety of international civil servants in all the organizations of the UN system, deplored the number of new cases in which staff had been placed in jeopardy, and called on member states to respect privileges and immunities of officials concerned. It also requested the Secretary General review the effectiveness of measures already being taken to enhance the safety and functioning of international civil servants.

UN PENSION SYSTEM

The UN Joint Staff Pension Fund (UNJSPF) was established in 1949 to provide retirement, death, disability and related benefits for employees of the United Nations and other participating organizations in the Fund. There are 16 international organizations in the Fund and about 57,500 participants. The Fund has assets of approximately $9.1 billion. The UNJSPF is administered through the UN Joint Staff Pension Board.

The Board met three times, holding its 39th (special) session in February in Rome, its 40th session in June in London, and its 41st (special) session in August at Geneva. Major items discussed were the actuarial valuation of the Fund, the comprehensive review of methodology for determining pensionable remuneration levels for staff in the professional and higher categories, arrangements for conducting a comprehensive review of methodology for determining pensionable remuneration for General Service and other locally recruited staff, and review of the operation of the pension adjustment system.

The Pension Board recommended continued use of the methodology, applied since the previous comprehensive review in 1986, for determining the scale of pensionable remuneration for staff in professional and higher categories. It also recommended monitoring the scale of pensionable remuneration through annual reporting to the General Assembly; amending Article 54(b) of the Fund's regulations to incorporate the November 1, 1990, pensionable remuneration scale and the procedure for adjusting it in the future; and implementing transitional measures to moderate impact of provisions expiring on December 31, 1990, which protected initial pension levels at certain locations where the dollar had depreciated.

The Fifth Committee considered the Board's report in November and December. The General Assembly adopted the Board's recommendations without a vote as resolution 45/242.

EMPLOYMENT OF AMERICANS

Maintaining a fair share of U.S. nationals in senior and professional positions throughout the UN system remains an important U.S. objective. Some UN agencies have increased efforts to recruit and hire more U.S. nationals and to bring their staffs into geographic balance, but the United States remains underrepresented everywhere in the system except the Secretariat itself, and the World Health Organization (WHO).

The following chart shows U.S. nationals employed in the United Nations and the specialized agencies as of December 31.

	TOTAL EMPLOYEES			PROFESSIONAL EMPLOYEES		
ORGANIZATION	TOTAL	U.S.	PERCENT	TOTAL	U.S.	PERCENT
UN and Major Subsidiary Bodies						
UN Secretariat	13,917	1,573	11.3	3,802	495	13.0
UNDP	7,405	396	5.3	2,181	193	8.8
UNICEF	4,668	301	6.4	1,671	148	8.9
UNHCR	1,924	59	3.1	629	48	7.6
UNFPA	694	53	7.6	167	18	10.8
Specialized Agencies and IAEA						
FAO	5,892	246	4.2	2,221	183	8.2
ICAO	784	27	3.4	301	20	6.6
IFAD	219	19	8.7	88	9	10.2
ILO	2,193	93	4.2	1,365	76	5.6
IMO	297	5	1.7	125	3	2.4
ITU	634	24	3.8	176	18	10.2
UNIDO	1,234	80	6.5	455	46	10.1
UPU	147	1	.7	62	1	1.6
WHO	4,788	238	5.0	1,593	190	11.9
WIPO	375	9	2.4	117	4	3.4
WMO	291	15	5.2	134	11	8.2
IAEA	1,872	181	9.7	751	118	15.7

To achieve a geographically balanced workforce, the UN Secretariat and some specialized agencies have developed formulas, based on factors such as assessed contribution and population, to establish a desirable range of positions for each member state. Most professional posts are subject to geographic distribution.

During 1990 two UN agencies, FAO and ILO, made notable progress in recruiting and hiring U.S. nationals for these posts. Of the 107 professional posts in FAO filled by external candidates, 20 (19 percent) went to U.S. nationals. In the ILO, 12 (26 percent) of the 47 posts went to U.S. nationals. Nevertheless, the United States remains seriously underrepresented in these two agencies, as well as in ICAO, UNIDO, UNHCR and UNEP.

GEOGRAPHIC DISTRIBUTION OF U.S. NATIONAL PROFESSIONAL STAFF
UNITED NATIONS AND SPECIALIZED AGENCIES

Organization	Percentage of U.S. Contribution to Assessed Budgets	Posts Subject to Geographic Distribution	U.S. Desirable Range or Quota	Americans in Posts Subject to Geographic Distribution
UN	25.00	2,594	327 – 442	385
FAO	25.00	912	155 – 206	85
ICAO	25.00	229	50	17
ILO	25.00	660	105 – 140	61
UNIDO	25.00	358	49 – 66	40
WHO	25.00	1,275	175 – 238	177
WIPO	5.48	98	6 – 8	4
IAEA	25.00	622	129 – 215	99

The United States attributed the continued underrepresentation of U.S. nationals in the specialized agencies to various factors, including insufficient efforts on the part of UN agency heads to redress the problem and take necessary steps to balance their staffs; pressure from other member governments to appoint more of their nationals; system-wide emphasis on hiring more nationals from developing countries; geographic and language constraints for U.S. nationals; lack of employment opportunities abroad for spouses of U.S. nationals working for the United Nations; and increasingly noncompetitive UN salaries and benefits.

As full U.S. funding was being restored to most UN agencies, external recruitment accelerated. To focus attention on the problem of U.S. underrepresentation and to ensure well-qualified U.S. nationals compete and are given all possible consideration for UN professional positions, the United States maintained an office to offer information about UN employment. Last year, this office monitored over 1,200 UN system vacancies and recruited candidates for several hundred.

The United States urged all agencies in which U.S. nationals are underrepresented to address the problem by setting elevated hiring goals for U.S. nationals. Also, the United States worked closely with the United Nations to increase the number of professional women in its ranks.

Part 10

Specialized Agencies and the IAEA

FOOD AND AGRICULTURE ORGANIZATION (FAO)

The Food and Agriculture Organization, one of the largest UN specialized agencies, is the lead international organization in agriculture, fisheries and forestry. Its agriculture program seeks to bring about sustained global improvement in nutrition levels, food security and rural incomes, especially for the disadvantaged, through increasing rural productivity. Its fisheries program promotes improved management and utilization of the world's fishery resources, particularly by helping developing countries increase their capacity to manage marine and inland fisheries. The forestry program assists member countries find a balance among environmental concerns, growing demands for forest goods and services and increasing pressures of agriculture on forest land.

FAO was established as a result of the UN Conference on Food and Agriculture in 1943. It was founded in 1945 in Quebec, and a formal agreement of relationship with the United Nations entered into force in December 1946.

The highest policy-making body of the FAO is the Conference, composed of all members, which meets biennially to approve the broad program and policy of FAO and adopt the program of work and budget. The Conference elects the Director General (Edouard Saouma of Lebanon who completes his third 6-year term of office in December 1993) and a Council, composed of 49 members, which serves as the governing body of FAO between sessions of the Conference.

Funding

FAO's total operating funds, which averaged about $647.1 million in 1989, are derived from its regular program, funded through the assessed contributions of its members, and from extra-budgetary activities carried out on behalf of the UN Development Program, other international development organizations and bilateral trust funds. Trust funds are voluntary

contributions provided primarily by donor governments to the FAO to carry out specific programs.

FAO operates on a 2-year budget cycle approved during the biennial session of the FAO Conference. The United States is assessed at a rate of 25 percent, which amounted to $66,905,000 for calendar year 1989 (fiscal year 1990). A $6,225,000 credit for the Tax Equalization Fund reduced the calendar year 1989 assessment to $60,680,000. The United States owed $750,000 to the Working Capital Fund, however, bringing the total U.S. requirement for calendar year 1989 (fiscal year 1990) to $61,430,000.

The United States paid the FAO $21,795,000 from fiscal year 1990 funds in accordance with the requirements of Gramm-Rudman-Hollings deficit reduction legislation and the 1985 Solomon-Kassebaum Amendment. The latter limits payment to UN system organizations to only 80 percent of funds appropriated, unless the President determines that the organization has implemented consensus-based decision-making procedures on budgetary matters. Since the FAO has not implemented consensus-based budgeting, the President has not determined it to be in compliance with the Solomon-Kassebaum Amendment.

Delayed payments of assessed contributions from 104 member states, totaling approximately $133 million as of September 1990, and $139 million in arrearages from 54 member states as of that same date, led FAO to make program cuts and borrow both internally and externally to meet the requirements of its program of work. The United States and the other major donors favored program adjustments, rather than external borrowing. As a matter of policy, the United States opposes external borrowing, which undercuts the type of budget discipline it has been advocating throughout the UN system.

Reform

FAO has lagged behind other UN organizations in implementing reforms sought by the United States which would provide an influence on program and budgetary issues commensurate with the level of U.S. (and other major donor) contributions. The budget for the 1990–1991 biennium, for example, failed to win the support of members expected to provide over one-half of the resources.

In addition to consensus decision-making on budgetary matters required by the Solomon-Kassebaum amendment, the United States has urged FAO to implement organizational and management recommendations contained in the reviews of the FAO by two groups of experts in 1989, the subsequent resolution 10/89 on "Review of certain aspects of FAO's goals and operations" adopted by consensus at the FAO Conference in 1989, and the report of the FAO external auditor covering the 1988–1989 financial period. These

recommendations call for a realignment of balance among FAO roles as implementor of development activities; assembler, processor and disseminator of agricultural information; and promoter of national and international action on agricultural issues. They suggest as well a greater focus for FAO activities and improvement in its programming and management processes. The Director General took a number of preliminary steps to follow up on resolution 10/89, but said implementation of some reforms would be costly, and therefore must await improvement in the financial position of the organization. The United States believed a number of important steps could be implemented without significant additional costs, and identified these steps to the FAO.

In June and October, the United States attended informal consultations with other reform-minded members of the FAO. Representatives from eight OECD countries, including the United States, met in Geneva on June 14 to review FAO's actions to implement the 1989 resolution on reform, discuss the increasing interest in reform issues on the part of some G–77 and Eastern European member states, prepare for the November Council session, and discuss the impact on FAO of the successor arrangement to agency support costs.

Twenty-four FAO member countries attended the October 18–19 informal consultations on FAO reform issues held in London, including G–77 as well as OECD participants. The U.S. Delegation identified areas of FAO activity of priority interest to the United States, including GATT support, policy analysis and advice, tropical forestry, sustainable development and crop protection. Two principal themes emerged from the discussions. First, participants generally agreed on the need for the membership to take greater control of FAO through changes in the operation and decision-making processes of its governing bodies. Second, many participants focused on the need for greater involvement by the FAO membership in priority setting, more concentration by the FAO on those activities in which it has a comparative advantage, and better coordination with the other agencies of the UN system in order to respond to global agricultural challenges.

Council

The 98th session of the FAO Council met in Rome on November 19–30.

A report on progress in implementing the 1989 Conference resolution 10/89 on "Certain aspects of FAO's goals and operations" was presented. The United States and reform-minded members, including most major donors, urged the pace be quickened. The United States emphasized its desire for FAO to become more focused, balancing its central role as collector and disseminator of technical information with its secondary function as a development agency. The U.S. Delegate cited the need to continue a still experimental budget outline procedure as a permanent feature of the budget formulation process,

and the importance of submitting zero real growth biennial budgets that could be supported by consensus.

The FAO Council also considered a report on proposals to change the institutional relationship between the FAO and the World Food Program (WFP). Since the Subcommittee on Governance of WFP's oversight body, the Committee on Food Aid Policies and Programs, had not completed deliberations on the issue, the United States argued the Council should not debate the substance of this problem. The Council did not support the Director General's request for a position which would have effectively limited any change in relationship between the FAO and the WFP.

Forestry issues, specifically the Tropical Forestry Action Plan (TFAP) and a proposed International Forestry Agreement (IFA), were among the highest priority items. Most delegations expressed strong support for the process of institutional reform underway in TFAP and encouraged FAO to cooperate fully in the process. In contrast, many delegations expressed reservations with regard to FAO's role in development of a forestry agreement. The Council, with U.S. support, approved a resolution which authorized FAO to work on technical and legal aspects of an IFA, but did not recognize FAO as lead international agency to negotiate an IFA.

Speaking on behalf of the European Community (EC), an EC country Permanent Representative asked the Council to decide on the principle of EC membership to the FAO. Since member states have transferred competence to the EC in several fields of FAO activity, he argued the EC required a greater level of participation in the FAO than afforded by its current observer status. The United States supported postponement of any formal consideration of this question until certain issues had been clarified, including the broader implications of EC membership for other regional organizations and UN agencies. The Council recommended the Director General hold further talks with the EC.

The Council stressed the need for the International Conference on Nutrition (ICN), sponsored by the FAO and WHO and scheduled for December 1992, to concentrate on policy issues, particularly those related to needs of developing nations. The United States encouraged a country-based approach to assure the Conference moved beyond generalizations into country-specific actions.

The FAO Council welcomed establishment within FAO of mechanisms to promote and coordinate interdisciplinary work on environment and sustainable development, as well as the designation of a special adviser to the Director General in this area. The United States and other donors emphasized that environmental concerns should not be considered an add-on, but rather an integrated feature of FAO regular and field programs.

UNDP Governing Council decision 90/26 established a policy framework which restructured the financial arrangements under which the UNDP

reimburses five major UN sectoral agencies, including the FAO, for the provision of technical, operational and administrative support to its development projects. The United States strongly supported the new arrangements, which are consistent with recommendations made in the 1989 experts' review of the FAO regarding strengthening of FAO policy analysis and technical backstopping of field operations. The Director General, however, reiterated his concerns regarding the adverse effect on FAO's financial situation of a sharp reduction in support costs earnings from operational and administrative services under the new arrangements. The United States believes that the 5-year phase-in period is gradual enough to avoid sudden changes in FAO's operations. The current arrangements expire at the end of 1991.

In November 1989, the FAO Conference approved, over strong U.S. opposition, resolution 1/89, which requested the Director General send a mission to study the agricultural sector in the occupied territories and organize a symposium on this topic. The 1990 FAO Council approved a Lebanese proposal accepting the dispatch of experts under terms suggested in an exchange of letters between the Government of Israel and the Director General, and making the symposium independent of any expert mission to Israel. The United States concurred in this decision.

The United States became a member of FAO's Commission on Plant Genetic Resources (CPGR) in 1990, following adoption of changes in the CPGR's operations. At the FAO Council, the United States opposed a proposal by the FAO Secretariat regarding possible widening of the mandate of the CPGR into a Commission on Biodiversity. Instead, the United States continued to support the UN Environmental Program (UNEP) as lead agency on biodiversity issues. For the same reason, the United States did not support a proposal calling for the FAO to have a leading role in preparing and negotiating an international convention on biological diversity. Most countries, including the United States, urged continued close collaboration between FAO and the International Board on Plant Genetic Resources.

FAO Committees

The Finance Committee held its 67th, 68th and 69th sessions on January 29, May 8–17 and September 17–21, respectively. At these meetings, the United States, as one of nine elected members, reviewed the financial position of the Organization, pursued budgetary reform objectives, including a zero real growth budget and consensus decision-making on budgetary matters, and encouraged implementation of the 1989 resolution 10/89 on the review and reform of the FAO. The United States strongly opposed FAO proposals for external borrowing to meet revenue shortfalls, arguing that borrowing constituted a short-term solution to the fundamental problem of adapting program priorities and activities to realistic budget levels.

The 15th session of the Committee on Food Security met on March 26–30 to discuss the world food security situation; food security programs in Ghana, with an emphasis on Ghana's structural adjustment program; the role of women in food security; and the food security assistance scheme.

The Committee on Constitutional and Legal Matters held its 54th and 55th sessions May 2–4 and September 25–26. Two issues dominated discussions at these meetings: possible forms of membership for the EC and a draft headquarters agreement for the WFP.

The 10th session of the Committee on Forestry met September 24–28. Decisions were made to improve management of the TFAP and support the concept of an international instrument on the conservation and development of forests, preparing the way for the debate on these issues at the November session of the FAO Council.

World Food Program

Since it began operations in 1963, the World Food Program (WFP), sponsored jointly by the United Nations and the FAO, has been the principal vehicle for multilateral food aid within the UN system. WFP distributes commodities supplied by donor countries to support development projects which help developing countries produce or purchase their national food requirements; for protracted refugee and displaced persons projects; and for emergency food assistance in situations of natural and man-made disasters. Development projects have traditionally constituted about two-thirds of WFP's programs; that proportion declined to about 55 percent as emergency and protracted refugee situations worldwide led to increased demands for WFP programs and resources.

WFP projects include nutrition programs, such as school feeding and programs for pregnant and nursing mothers, as well as food-for-work projects, in which the unemployed are mobilized for such tasks as clearing land, planting forests, and building roads, schools, libraries and hospitals and paid, at least in part, with food commodities. WFP has also targeted food aid to those most adversely affected by structural adjustment programs, such as reduced food subsidies.

WFP operates exclusively from voluntary contributions of commodities and cash donated by governments. For the 13th biennium, calendar years 1989–1990, the United States pledged $151 million in commodities and transport costs and $49 million in cash toward the $1.4 billion WFP target for the regular program.

During fiscal year 1990, the United States contributed $85 million for the WFP Regular Program: 245,000 metric tons of food commodities worth $65 million, and $20 million for transport costs. In addition, it contributed $55.9

million for the WFP Protracted Refugee Operations: 203,000 metric tons of food worth $32.6 million and $23.3 million in transport costs. The United States contributed $22.1 million to the WFP-administered International Emergency Food Reserve: 41,700 metric tons of food worth $12.2 million, and $9.9 million in transport costs. The total U.S.contribution to the WFP in fiscal year 1990 was $163 million in commodities and cash.

COMMITTEE ON FOOD AID POLICIES AND PROGRAMS

The Committee on Food Aid Policies and Programs (CFA), the oversight body of the World Food Program, met twice during 1990 to discuss WFP program and budgetary issues. At its 29th session on June 4–8, the CFA supported WFP's efforts to diversify food aid resources through monetization, apply WFP assistance to a wider variety of agricultural and rural development activities, and increase use of food produced in developing countries as food aid through triangular transactions and local purchases.

The 30th CFA session met in Rome on December 3–7 and December 14. It adopted a set of considerations concerning changes to the General Regulations of WFP regarding governance, and a time schedule for completing the process in 1991. The CFA also unanimously agreed on the need for prompt resumption of stalled negotiations with the government of Italy on a headquarters agreement. The United States joined other donors in continuing to press for the expeditious conclusion of the headquarters agreement.

During 1990 the CFA came to grips with the long-standing issue of the framework within which WFP operated and its relations with the United Nations and FAO. The CFA established a Subcommittee on Governance, which met in three sessions, during September, October and December, and reached consensus on significant modifications of the regulations. Among these were a greater measure of autonomy for the WFP Executive Director; establishment of the CFA as the authentic governing body for the WFP; establishment of a distinct legal status for the WFP; and enlargement of the CFA from 30 to 42 members, to accommodate the desire of developing countries for greater representation.

The recommendations must next be approved by the FAO Council, and by ECOSOC. When approvals are obtained, the revised regulations would come into effect in 1992, for implementation by a new Executive Director to take office in April 1992.

Subcommittee on Projects

The Subcommittee on Projects (SCP) of the CFA met twice during 1990 to conduct technical reviews of WFP project proposals and resource

commitments. At its fourth session May 28–June 1, the SCP reviewed and approved 15 development projects, totaling $186.4 million. The SCP also reviewed nine Protracted Refugee and Displaced Person (PRO) projects, valued at $170 million. The United States commented favorably on proposals to expand WFP's responsibility for the provision of all basic food needs to refugee populations in collaboration with UNHCR, particularly projects providing long-term assistance.

The fifth SCP session met in Rome December 10–14. The SCP reviewed 24 new development projects which cost approximately $268 million and represented a food commitment of approximately 800,000 tons. The SCP also reviewed and approved six PRO projects valued at $22.8 million, representing 86,000 tons of food. Of the project portfolio, 82 percent by value was targeted to low income, food deficit countries.

INTERNATIONAL ATOMIC ENERGY AGENCY (IAEA)

The IAEA was created in 1957, largely at U.S. initiative, in response to growing concerns that nuclear materials or technology devoted to peaceful applications could potentially be diverted to military purposes. Under its statute, the IAEA is entrusted with the dual responsibility to "accelerate and enlarge the contribution of atomic energy to peace, health and prosperity throughout the world . . . " and "ensure, so far as it is able, that assistance provided by it or at its request or under its supervision or control is not used in such a way as to further any military purpose." The IAEA Secretariat, responsible for day-to-day implementation of the Agency's major programs, has headquarters in Vienna.

The IAEA General Conference provides general oversight of the Agency's work. Representatives on the 35-member IAEA Board of Governors offer overall direction and guidance with respect to Secretariat policies and implementation of program activities. In 1990 the Board met in February, June, September and December. The General Conference convened its annual week-long session in September.

President Bush, in his statement to the 34th session of the IAEA General Conference in September, reaffirmed the vital role of the IAEA in international efforts to prevent the spread of nuclear weapons, while facilitating the use of nuclear energy for peaceful purposes. He stated,

> The IAEA's unique safeguards program is the cornerstone for global efforts to prevent the further spread of nuclear weapons. This program deserves the unwavering commitment and support of all IAEA members. Its function is especially important as we look to a substantial expansion of power reactors and other civil nuclear facilities in this decade. In addition, we strongly support the IAEA's effective programs of technical assistance to promote peaceful application of nuclear technology in other areas such as health and agriculture.

The President also stated that he looked forward to strengthening the close cooperation between the United States and the IAEA in the years ahead.

Safeguards

The safeguards program is a unique system of international verification of national commitments regarding peaceful use of nuclear energy. On-site inspections by the IAEA include audits of facility records, independent measurements to verify facility records and national reports, and use of instrumental surveillance and seals. The IAEA has no international "enforcement" capabilities, and the safeguards system is designed primarily to deter, through threat of timely detection, diversion of nuclear material from peaceful to nonpeaceful purposes.

Under the Treaty on the Non-Proliferation of Nuclear Weapons (NPT), all non-nuclear-weapons state parties are required to negotiate a comprehensive, or "full-scope," safeguards agreement with the IAEA covering all source or special fissionable materials in all peaceful nuclear activities under their control. In addition, states can agree to submit nuclear materials and facilities unilaterally to safeguards or to accept safeguards pursuant to bilateral nuclear supply agreements. During 1990 the Board approved new safeguards agreements with Malta, Togo and Kiribati. North Korea, which joined the NPT in 1985, has not yet concluded its NPT safeguards agreement.

During 1990 the IAEA performed approximately 2,200 on-site inspections at 475 facilities in 58 member states. With the IAEA budget held at zero real growth for the seventh consecutive year, IAEA staff and senior management expressed concern about additional resources required to safeguard adequately new nuclear facilities expected to come on-line by the mid-1990s, including several complex reprocessing and bulk handling facilities. Various alternatives for meeting increased safeguards resource needs remained under informal discussion among member states and IAEA staff. Options include greater use of voluntary contributions, proposals for improving efficiency, as well as some relaxation in zero real growth budgeting through increases in assessed contributions.

The United States remained the largest contributor of voluntary support to the IAEA safeguards program in 1990. The United States made available approximately $6.9 million for research and development (conducted at U.S. facilities), and provided approximately 20 cost-free experts to the IAEA Safeguards Department.

Each year a Safeguards Implementation Report (SIR) is presented to the Board of Governors. The document is not available to the public, but the Board considered public release of the SIR, with accompanying explanatory documentation,to promote greater understanding of IAEA safeguards.

Technical Cooperation

Under the IAEA Technical Cooperation program assistance is provided to over 80 developing states in the form of project assistance, experts, training

and equipment in a broad range of subject areas including medicine, agriculture, biology, energy development, nuclear safety, hydrology, industry and the physical sciences. Resources for implementation of these activities are provided primarily through voluntary contributions from member states. In addition, the UN Development Program provides limited support to selected national projects administered by the IAEA.

In 1990 total contributions from member states to the Technical Assistance and Cooperation Fund (TACF) amounted to over $45 million. Of this amount, the United States provided over $10 million as a voluntary cash contribution. In addition, the United States made substantial "in-kind" contributions, e.g., approximately $1.2 million to support IAEA technical cooperation projects for which no funding was available. The United States also made available approximately $1.5 million for training courses and IAEA program support, $150,000 for expert services and $1 million for fellowships. A significant portion of these funds was used to provide assistance through the IAEA to NPT and/or parties to the Treaty for the Prohibition of Nuclear Weapons in Latin America (Treaty of Tlatelolco) on a preferential basis.

Nuclear Energy and Safety

The IAEA places considerable emphasis on operational safety in its program activities. These include Operational Safety Advisory Review Teams (OSARTs) and Radiation Protection Advisory Teams (RAPATs). Although regulatory policies ultimately remain the responsibility of national authorities, OSART and RAPAT missions, dispatched to the facilities at the request of member states, offer assistance and advice to IAEA members for improving operational safety practices and adequate radiation protection procedures.

During 1990 the IAEA reaffirmed its commitment to the Convention on the Physical Protection of Nuclear Material, which entered into force in 1987. The IAEA continued efforts to improve cooperation among parties to the Convention, facilitate its implementation, and prepare for a Review Conference of the Convention to be held in 1992.

The 1990 IAEA General Conference adopted a resolution requesting the IAEA consult with the International Maritime Organization (IMO) to ascertain plans to review the Code of Safety for Nuclear Merchant Ships, adopted by IMO in 1981. This code may require updating in light of technological progress.

Research and Isotopes

The IAEA's Department of Research and Isotopes continued to explore various applications of nuclear energy during 1990 to such diverse fields as nuclear medicine, environmental studies, chemistry, hydrology, nuclear physics

and agriculture. In addition, the IAEA continued to operate jointly with the UN Educational, Scientific and Cultural Organization (UNESCO) and the International Center for Theoretical Physics in Trieste, Italy. This Center promotes advanced research in physical and mathematical sciences primarily in developing countries.

Recognizing the worldwide need for potable water and the potential of nuclear reactors for producing potable water economically, the 1990 General Conference adopted a resolution requesting the Director General

> . . . assess the technical and economic potential for using nuclear heat reactors in sea water desalination in the light of the relevant experience gained during the past decade, to assess the interest of potential beneficiaries and technology holders . . .

The resolution also requested the Director General include nuclear desalination in the Agency's program and budget. This topic will be addressed at the 35th session of the General Conference.

Liability for Nuclear Damage

The Standing Committee on Liability for Nuclear Damage was an outgrowth of an open-ended working group established in 1989 pursuant to a resolution passed by the 1988 General Conference. The initial working group was formed to consider all aspects of liability for nuclear damage. It focused efforts on identifying gaps within the existing civil liability regime formulated by the Paris and supplementary Brussels Conventions and the Vienna Convention on civil liability. The working group also considered the issue of state liability. In its report to the 1990 September Board, the standing committee suggested the Agency immediately set up a drafting committee for revising the Vienna Convention. The standing committee met in October as the preparatory committee for the revision conference, expected to convene in late 1991 or early 1992.

Dumping of Nuclear Wastes

The General Conference adopted the Code of Practice on International Transboundary Movement of Radioactive Waste. A proposal was made to consider converting the Code into a binding instrument. However, this has not been approved. The United States is supportive of the objectives of the Code insofar as it sets forth voluntary guidelines; however, the United States was opposed to the Code operating as a legally binding instrument under the auspices of the IAEA.

Political Issues

As a result of Iraq's invasion of Kuwait and the subsequent adoption of resolution 661 (1990) by the UN Security Council, which established an

international trade embargo against Iraq, the Director General informed the Board of Governors that "sanctions decided upon by the Security Council have made it impractical for the Agency to provide technical assistance, such as experts and equipment, to Iraq under the Agency's technical cooperation program." Article 5 of the agreement governing the relationship between the United Nations and the IAEA provides that "the Agency shall consider any resolution relating to the Agency adopted by the General Assembly or by a Council of the United Nations." The September Board considered the issue and decided to maintain the suspension of technical assistance to Iraq.

The 1990 General Conference adopted a resolution entitled "Israeli nuclear capabilities" by a vote of 42 to 27 (U.S.), with 14 abstentions. The resolution called upon Israel to comply without delay with Security Council resolution 487 (1981), and submit all of its nuclear installations to Agency safeguards. It also requested the Director General to continue efforts to promote application of IAEA safeguards throughout the Middle East and specified an item entitled "Israeli nuclear capabilities and threat" be included on the agenda for the 35th session of the General Conference.

A resolution seeking to suspend South Africa from the privileges and rights of IAEA membership entitled "South Africa's nuclear capabilities" was adopted by the 1990 session of the General Conference, by a vote of 54 to 26 (U.S.), with 3 abstentions. The resolution was substantially identical to that enacted in 1989; it essentially continued the issue until 1991, giving South Africa another year in which to take action on accession to the NPT.

Budgetary Matters

The IAEA has been held by its members to essentially a zero real growth budget since 1984 despite growing demands on its safeguards, technical assistance and other resources. Developed states, including the United States, argued for continuation of this policy, while developing states opposed it, urging instead for some form of "controlled" or "gradual" budget growth. In an attempt to resolve cash flow problems, the Director General, at the September Board, made urgent appeals to several states to pay assessments on time in order to avert implementation of emergency measures.

Total resources appropriated by the General Conference for the Agency's 1990 budget amounted to over $157 million. The U.S. assessment amounted to an estimated $38 million. The 1990 U.S. voluntary contribution for the IAEA amounted to approximately $22 million, used to provide cash and in-kind assistance to the IAEA and its member states.

Medium-Term Plan

During the September Board, the Director General submitted a format for preparation of a medium-term plan. The plan is to provide information on

the direction and development of Agency activities over the next several years. The Secretariat was to prepare its first 6-year medium-term plan for the period 1993 to 1998 for submission to the Board in spring 1991.

General Assembly

The IAEA's 1990 annual report on implementation of its programs was presented to the 45th session of the UN General Assembly in October. The General Assembly adopted by consensus a resolution taking note of the 1990 annual report, emphasizing the importance of Agency program activities and urging effective international cooperation in support of IAEA work.

INTERNATIONAL CIVIL AVIATION ORGANIZATION (ICAO)

Established by a convention concluded in Chicago in 1944, and a UN specialized agency since 1947, ICAO is charged with the orderly and safe growth of international civil aviation. The ICAO Assembly, consisting of all member states, meets at least once every 3 years. The ICAO Council is the executive body of ICAO.

Extraordinary Session of ICAO Assembly

The 28th session of the Assembly was held in Montreal October 22–26. At the previous session of the Assembly in 1989, 41 states had proposed that the Convention on International Civil Aviation be amended to increase the size of the ICAO Council from 33 to 36 states. Since such an amendment, without adequate notice, would have been contrary to ICAO rules and policy, the Assembly decided the Council should be requested to study the matter with a view to convening an extraordinary session of the Assembly in 1990.

The Council subsequently recommended an increase in its own size to 35 or 36 states. The extraordinary Assembly, by a vote of 101 to 2 (U.S. and U.S.S.R.), with 2 abstentions, approved an increase to 36 states. This amendment required ratification by 108 contracting states to come into force. The United States opposed Council expansion due to the need for a continuous and costly presence of national representatives and support staff at ICAO headquarters, and because the increase in membership could diminish the efficiency of the Council and increase the ICAO budget. Suggesting additional use of the rotational system, the U.S. Representative said that the current number of 33 provided adequate representation of the three categories of states specified in Article 50(b) of the Chicago Convention.

The Assembly approved a recosted expenditure budget for ICAO covering the 1990–1992 triennium. As recosted, total expenditures

amounted to $130.3 million which, after reduction for miscellaneous income, resulted in net assessments for member states totaling $121.4 million. These amounts compare to $115.5 million in expenditures and $106.7 million in net assessments approved initially in 1989 for the 1990–1992 triennium. Recosted budget levels reflected added costs relating to unfavorable exchange rates, higher projections for inflation, increases in rental costs for ICAO headquarters and increased staff costs resulting from decisions taken by the 44th UN General Assembly. Due to various economy measures in 1990, real budget growth for the 1990–1992 triennium decreased to negative 3.4 percent from the 3.1 percent level initially approved in 1989. Also, because prior period budget surpluses were used to offset the recosted expenditures for 1990, the full supplementary appropriation for the 1990–1992 triennium amounted to $14.8 million. Without this offset, the recosted budget would have been some $2 million higher. The recosted budget, including the supplementary appropriation, was adopted without a vote by the Assembly.

An item on noise restrictions for subsonic jet aircraft which do not meet the noise certification requirements in ICAO Annex 16 was resolved by the adoption of a resolution without a vote. The resolution urged states to begin restrictions no earlier than April 1, 1995, and gradually phase out, over a period of not less than 7 years, subsonic jet aircraft exceeding noise levels in Volume I, Chapter 2, ICAO Annex 16, International Standards and Recommended Practices for Aircraft Noise.

Prior to final adoption of this resolution, the U.S. Delegation made a statement supporting ICAO's efforts to achieve international harmony on the orderly phase-out of Chapter 2 aircraft and praised the spirit of compromise which had marked much of the debate. He stated, however, that the resolution lacked balance and improperly attempted to usurp each country's authority to determine its own means of implementing the phase-out.

By vote of 92 (U.S.) to 1 (Iraq), the extraordinary session of the Assemby added to its agenda an item proposed by Kuwait, entitled "Aeronautical Consequences of the Iraqi Invasion of Kuwait." By consensus the Assembly approved a resolution condemning the violation of the sovereignty of Kuwait's airspace and the "plunder" of Kuwait International Airport by Iraqi armed forces, including seizure and removal to Iraq of 15 aircraft belonging to Kuwait Airways and their purported registration by Iraq.

The resolution also called upon Iraq to facilitate early recovery by their owners of foreign registered aircraft stranded at Kuwait International Airport. It declared unilateral registration of aircraft of Kuwait Airways as Iraqi aircraft null and void, and called upon Iraq to return the aircraft to the legitimate government of Kuwait. States in whose territory any of the aircraft were found were requested to return the aircraft to Kuwait.

Suppression of Unlawful Acts Against Civil Aviation

ICAO throughout 1990 continued giving top priority to the security of international civil aviation. An ICAO legal subcommittee meeting at ICAO headquarters in Montreal, January 9–19, and a session of the ICAO Legal Committee, March 27–April 12, prepared a draft international Convention on the Marking of Plastic Explosives for the Purpose of Detection. The United States played a leading role in both the subcommittee and the Legal Committee. The Legal Committee finalized the Convention on the Marking of Plastic Explosives for the Purpose of Detection, which was to be available for signature in early 1991.

The purpose of the draft convention was to assure chemical additives would be introduced in the manufacturing process of plastic explosives to render them detectable by screening devices at airports and other areas of possible terrorist threat. The convention would oblige each state party to take necessary measures to prohibit manufacture of unmarked plastic explosives and to ensure destruction of existing stocks of unmarked explosives within a specified time. Each state party would be required to prohibit movement of unmarked explosives into and out of its territory, and to impose strict controls over unmarked explosives in its territory.

The draft convention assigned specific functions to the ICAO Council, including appointment of 15 members to an Explosives Technical Commission. Through the Council, the Commission would propose amendments to the technical annex to the convention. The draft annex contained descriptions of explosives and their required detection agents. It was drafted by U.S. and other technical experts at meetings of the ICAO *Ad Hoc* Group of Specialists on the Detection of Explosives in June and November.

In 1990 the new ICAO mechanism for financial, technical and material assistance to states in aviation security began operation. This program was instituted in the aftermath of the terrorist bombing of the Pan Am 747 aircraft over Lockerbie, Scotland, in December 1988. The aviation security program provided assistance to governments in fulfilling the objectives of ICAO Annex 17, International Standards and Recommended Practices for Safeguarding International Civil Aviation against Acts of Unlawful Interference as well as other security improvements. The United States made a voluntary contribution of $100,000 to the program and seconded two aviation security experts from the FAA to the ICAO Secretariat for 2 years.

Future Air Navigation System

The first meeting of the Special Committee of the Council for the Monitoring and Coordination of Development and Transition Planning for the Future Air Navigation System (FANS), commonly referred to as the FANS Phase II Committee, met in Montreal May 22–June 8, with 23 ICAO member

states and 32 international organizations attending. The Committee's work was divided into five major elements relating to the future global communications, navigation and surveillance (CNS) system for international civil aviation:

— Development of institutional arrangements, including the necessary ground infrastructure to support aeronautical mobile satellite service;

— Development of a coordinated implementation plan, including an associated cost-benefit analysis for various regions of the world;

— Monitoring of research and development programs, trials and demonstrations in CNS and air traffic management (ATM);

— Development of policy guidelines for the evolution of air traffic management to maximize efficient use of airspace capacity; and

— Assistance in preparation for the 1991 ICAO Air Navigation Conference, intended to allow ICAO to explain the concept of FANS and provide an opportunity for ICAO member states to endorse this concept.

Communications/Meteorology/Operations

The ICAO COM/MET/OPS Divisional Meeting was held in Montreal September 5–8, together with the ninth session of the Commission for Aeronautical Meteorology of the World Meteorological Organization (WMO). In considering aeronautical communications matters, participants agreed the ICAO position on each item affecting civil aviation on the agenda of the 1992 International Telecommunications Union World Administrative Radio Conference (ITU WARC) should clearly define any adverse implications for civil aviation of sharing spectrum with non-aviation users or of changing frequency allocations. The ICAO position was to be furnished to states as early as possible. Delegates at the ICAO meeting recognized the potential for terrestrial aeronautical public correspondence (APC) services to interfere with radio navigational satellite services and aeronautical mobile satellite (route) services, and agreed that new APC allocations should not be made in frequency bands allocated for these services.

In the meteorological field, a comprehensive proposal for amendment of ICAO Annex 3, International Standards and Recommended Practices for Meteorological Service for International Air Navigation, was developed. It provided for a smooth transition to the final phase of the world area forecast system. Eventually the two world centers (London and Washington) would prepare computer generated forecasts of significant weather and upper winds and temperatures on a global basis for direct dissemination to meteorological authorities, primarily by satellite broadcast. Proposals were also developed to update requirements for provision of meteorological reports and forecasts at

airports. New aeronautical meteorological codes based on these requirements were developed in parallel with WMO.

Requirements for aeronautical climatological information were also updated to take account of modern data processing methods. New requirements were developed on the use of automated systems for observing and reporting weather at airports. As in the case of all ICAO technical meetings, these and other recommendations of the ICAO COM/MET/OPS Divisional Meeting were to be sent to states for comment, considered by the ICAO Air Navigation Commission, and reported to the ICAO Council for final approval.

INTERNATIONAL FUND FOR AGRICULTURAL DEVELOPMENT (IFAD)

A resolution of the 1974 World Food Conference created the International Fund for Agricultural Development (IFAD) in 1977 in response to widespread concern that international attention be focused on the small farmer and the landless poor in developing countries. IFAD's mandate is to increase food production in developing countries through loans for projects benefiting the rural poor in the poorest food deficient regions.

IFAD is financed through contributions from members of the Organization for Economic Cooperation and Development (OECD) and the Organization of Petroleum Exporting Countries (OPEC) in 3-year replenishments. For the third replenishment, which covers the period from July 1990 through June 1992, OECD pledged 67 percent, OPEC 22 percent and other developing countries 11 percent.

IFAD's membership of 145 nations consists of: Category I (OECD), Category II (OPEC) and Category III (other developing countries). Each member country is represented on the Governing Council, which annually elects 6 members from each category to the Executive Board. As the largest donor, the United States is the only member of IFAD to enjoy a permanent seat on the Executive Board.

IFAD uses its resources to leverage additional financing from other international development institutions and host governments for projects which benefit the rural poor. Between 1977 and 1990 IFAD funded 292 projects with a total value of over $11.8 billion in 93 developing countries. IFAD has provided about 26 percent of the resources, external co-financers such as the World Bank and the regional development banks about 34 percent and the recipient countries themselves about 40 percent.

About two-thirds of IFAD loans are on highly concessional terms—one percent interest, with 50-year repayment and 10-year grace periods. These loans are available to countries with a per capita GNP of less than $300 (in

1976 dollars). Intermediate-term loans, at 4 percent interest with a maturity period of 20 years including a grace period of 5 years, have averaged about 30 percent of the total lending program. That proportion has decreased in recent years, as IFAD has sought to address the pockets of poverty in middle-income countries. This focus accounts for the growing percentage of loans made on ordinary terms, 8 percent interest and 15–18 year repayment with 3-year grace periods.

In 1990 IFAD loans and grants totaled approximately $267 million (at September 1989 exchange rates). The United States contributed $34.4 million in fiscal year 1990 toward its third replenishment pledge of $82.8 million. This pledge represents 14.6 percent of the total third replenishment target of $568.3 million.

Governing Council

At the 13th session of the Governing Council, on January 22–26, the IFAD President highlighted the increasing specificity of IFAD's approach to alleviation of rural poverty. He focused, in particular, on IFAD's efforts to reverse the effects of environmental degradation which undermine the productive capacities of the rural poor.

The U.S. Representative urged IFAD to rely more on the private sector to achieve sustainable development and reduce poverty, and to make an even stronger commitment to ensuring the "full treatment of the entrepreneur as a contributor in the process of rural development."

In response to an IFAD Secretariat proposal on environmentally sustainable agriculture, the Governing Council agreed to proceed with further consideration of an appropriate mechanism to channel additional funds on highly concessional terms to projects aimed at improving the resource base of the poor. Under the terms of another resolution approved by the Governing Council, the High-Level Inter-Governmental Committee on IFAD's Future Financial Basis and Structure (HLIC), set up in 1986, was invited to continue its work.

In 1989 an interim agreement was reached in order to permit the third replenishment to go forward. The interim agreement enabled the traditional 60/40 proportion of OECD to OPEC contributions to be maintained pending future negotiations on the governance question, but established a separate mechanism to absorb additional OECD and Category III contributions.

In preparation for negotiations on a fourth replenishment, two meetings were scheduled in 1990 of the reconvened HLIC to address the future financing and governance structure of IFAD. The first of these meetings was held in Punta Ala, Italy, in June. OPEC donors were asked to present a Category II position regarding their future role in IFAD financing, and

corresponding modifications in their voting representation, at the next meeting of the HLIC, scheduled for October in Qatar. That meeting was postponed because of events in the Persian Gulf.

INTERNATIONAL LABOR ORGANIZATION (ILO)

The International Labor Organization was established in 1919 under the Treaty of Versailles, and it became the first specialized agency associated with the United Nations in 1946. Its goal is to promote social justice for working people everywhere through formulation of international policy and programs to improve working and living conditions, creation of international labor standards as guidelines for national authorities, and provision of technical corporations to help governments make their policies and guidelines effective in practice, through programs of training, education and research.

The International Labor Conference (ILC) meets annually in June; between sessions of the ILC, the work of the ILO is guided by the Governing Body, comprising 28 government members and 14 worker and 14 employer members. The Governing Body met formally four times in 1990.

Governing Body

The 245th session of the ILO's Governing Body on February 27–March 2 considered several items on which it took unprecedented actions, including consideration, 2 years before the event, of the program and budget proposals for 1992–1993. Although estimates of expenditures were not attempted, the ILO Director General affirmed his commitment to zero real growth. Both workers and employers called for greater resources to meet new challenges facing the organization, including the situation in Central and Eastern Europe. The Soviet Union took a lead role in unifying governments to enable them, for the first time, to vote to turn back a worker and employer attempt to change the ILO common system rule on mandatory retirement. In addition, the Governing Body adopted a Soviet proposal to give delegates the right to explain a nonsecret vote, and the Soviet Union joined the United States in attaching severe restrictions to a provision on suspension of standing orders of the annual International Labor Conference.

The 245th session considered two efforts directed against Israel. A special sitting of the 1990 International Labor Conference to consider the Director General's "Report on the Situation of the Workers in the Occupied Arab Territories" was approved. However, an attempt to block a rules change to permit the Governing Body, rather than the Conference itself, decide which nongovernmental organizations to invite as conference observers, was turned back. The 245th Governing Body briefly considered but did not act on a request to amend staff regulations to bring the ILO into full compliance with the rules of the UN Joint Staff Pension Fund on pensionable remuneration, a question which would recur at subsequent Governing Body meetings.

The 246th Governing Body session met May 23–June 1. The Program, Finance and Administrative Committee completed a 13-item agenda in a single day, principally because of a cooperative effort of the three groups. Included was a decision not to reimburse the Working Capital Fund for a withdrawal of $2.16 million to pay the budgetary deficit for the 1988–1989 budget period and thereby avoid an additional assessment to member states. But this Governing Body, too, deferred action on the pensionable remuneration issue, because of concerns about loss of "acquired rights" expressed by the staff, supported by the workers and employers. To punctuate their demands, ILO employees held a 2-hour work stoppage on the day the issue was to be considered by the Governing Body.

The 247th session of the Governing Body met June 27 to organize its committees, following election of new members at the 77th International Labor Conference.

The 248th session, scheduled November 1–16, became the first session of a UN agency to suspend its business because of a staff strike. The question was again pensionable remuneration, and once more the three groups were unable to agree on a solution. The staff action over the last 2 scheduled days prevented the membership from acting on a majority of agenda items. As a result, 2 additional meeting days were scheduled in February 1991, for the resumed 248th session.

Internal problems of the 248th Governing Body almost overshadowed events then taking place in the Middle East. However, the delegates considered two complaints against Iraq. The first charged Iraq with violating the rights of foreign workers in Iraq. The second called for an ILO mission to occupied Kuwait, and accused Iraq of freedom of association violations there. Both complaints were accepted; the Governing Body encouraged increased ILO action on behalf of workers affected by the crisis in the area, and recommended further ILO appeals for voluntary funds for the purpose.

International Labor Conference

The International Labor Conference held its annual meeting June 6–17 in Geneva. Secretary of Labor Elizabeth Dole announced to the plenary that she had just delivered U.S. ratification of ILO Convention 160 on labor statistics to the Director General. She praised the ILO's role in promoting labor rights in Central and Eastern Europe, and emphasized the key role it could and should play in assisting democratic reforms in the region and other parts of the world. She stated that workers rights and social policies should be integral to concerns of economic and trade groups, such as the GATT. She noted that in addition to labor law reform and industrial relations institution building, ILO technical assistance is needed in developing a social safety net as socialist states move to market economies, and she urged the ILO be included in the G–24 (group of finance ministers from 24 developing country members of

IMF) process to assist those countries. She praised the Director General's report on environment and the workplace, pointing out that tripartism is also essential to environmental improvement. She also announced a U.S. grant to assist the ILO to work with the Budapest Environment Center in conducting seminars on occupational safety and health problems in the region.

The special sitting of the Conference to consider the annual Director General's "Report on the Situation of the Workers in the Occupied Arab Territories" was confined to a single session which did not pass any resolutions or take other action. All discussion of the report was confined to the special sitting and, as a result, the Conference was able to accomplish a notable amount of substantive work. Attempts to introduce the issue in plenary or elsewhere were quickly gavelled down by the chair.

The Committee on Action Against Apartheid, established in 1981, annually submits a report to the plenary on its conclusions and recommendations. Despite a consensus resolution passed by the UN General Assembly which recognized progress being made in South Africa, the committee report continued to call for such further sanctions and disinvestment, and severance of diplomatic relations; it also used the term "regime" in referring to the South African Government. The U.S. Delegation called for a vote in plenary on the committee report, which was adopted 359 to 2 (U.S.), with 25 abstentions.

The Committee on the Application of Conventions and Recommendations (CACR), popularly known as the Standards Committee, was the least contentious in recent memory due to the abatement of East-West tensions. The Committee's work included a discussion of general questions relating to ILO standards and the Conference's machinery for the supervision of the application of those standards. It also discussed a general survey by the Committee of Experts on minimum standards on merchant ships. Much of its time was spent examining individual cases concerning application of ratified conventions and recommendations to competent national authorities.

The Committee on Resolutions approved and the plenary adopted two resolutions, both by consensus. The first was a brief call for increased assistance to independent Namibia. The second, on the environment and the work place (the theme of the 77th Conference) represented five proposals and occupied the committee's remaining time so fully that only general discussion was possible for a third. Committee deliberations, except for sections on nuclear and toxic waste materials, were free of the political rancor that had precluded the ILC from passing any resolutions in recent years.

In addition to depositing the instrument of ratification for Convention 160 on labor statistics, Labor Secretary Dole was able to announce that the U.S. tripartite consultative mechanism, the President's Committee on the ILO, had recommended ratifying Convention 105 on abolition of forced labor, and was

continuing to review other ILO standards for possible ratification. With Convention 160, the United States has now ratified 10 ILO conventions.

INTERNATIONAL MARITIME ORGANIZATION (IMO)

Established in 1958, the main objective of the International Maritime Organization was to foster cooperation among governments on technical mattters affecting international shipping and achieve the highest practical standards of marine safety at sea and prevent pollution of the sea by ships and other craft. IMO also deals with legal mattters concerning international shipping and with facilitation of international maritime affairs. It provides as well technical assistance in maritime matters to developing countries.

The IMO Assembly meets in regular sessions every 2 years; the 16th session was held in November 1989. The Council is responsible for all the functions of the Assembly between sessions. Plenipotentiary Conferences are held to elaborate and adopt major conventions.

Conference on Oil Spill Preparedness and Response

The International Maritime Organization hosted an international conference on oil spill preparedness and response in November, which resulted from a U.S. initiative by President Bush at the Economic Summit Conference in July 1989 following the Exxon Valdez oil spill in Alaska. A major diplomatic achievement, the conference adopted the International Convention on Oil Pollution Preparedness, Response and Cooperation (OPRC Convention) on November 30. Admiral J. William Kime, Commandant of the Coast Guard, signed the Convention that same day on behalf of the United States.

OPRC 90 is an umbrella agreement which provides a framework for worldwide oil spill preparedness and response. The United States was a major sponsor of the Convention and provided financing for the first week of the 2-week conference.

Council

The 64th session of the Council was held June 11–15, and the 65th session November 5–9. At each of these sessions, the financial situation of the organization was the major topic, with strong criticism directed by some Council members against chronically late payers and nonpayers of assessments. The IMO Secretariat said the organization faced an uncertain future unless the payment record was improved. The United States paid the bulk of its 1990 assessment of 637,103 pounds sterling in November; the balance, 81,760 pounds, was expected to be paid in early 1991.

The 1990–1991 biennial budget of 25,410,600 pounds was adopted at the 16th Assembly in 1989. Despite opposition by the United States and others, the 65th

Council approved a 1,460,000 pound sterling increase in the 1991 budget. This resulted in a revised 1991 budget of 14,801,700 pounds. IMO staff said almost all the increase was due to nondiscretionary cost increases (1,435,000 pounds).

With the World Maritime University (WMU) guaranteed UNDP funding of $1.2 million annually only through 1991, the Secretary General urged member states to provide WMU fellowships as part of bilateral aid packages. During its 7-year existence, 108 countries had been represented at WMU, with approximately 100 students per year.

Maritime Safety Committee

The Maritime Safety Committee (MSC), the IMO's senior technical committee, with 10 technical sub-committees, held its 58th session in May. The Committee adopted amendments to the 1974 Safety of Life at Sea Convention, which amended mandatory codes for gas and chemical carriers, and required new dry cargo vessels be able to maintain their stability even after damage from collision or grounding. The Committee acted upon reports of seven of its technical subcommittees, addressed the issue of unlawful acts against passengers and crew, and approved 10 technical resolutions for referral to the IMO Assembly in 1991.

Legal Committee

Both the April and September sessions of the Legal Committee focused on work to develop a liability and compensation convention for incidents in connection with maritime transport of hazardous and noxious substances (HNS). The Legal Committee made steady progress on the HNS work in 1990 and, as of September, appeared to have settled on two possible basic approaches for an HNS regime. The first was for a regime which would impose strict liability solely upon the shipowner up to specified monetary limits. The second would incorporate the shipowner-liability provisions as a first tier, but also provide for a second-tier fund to provide compensation in situations where the first tier may not apply or where catastrophic damages result. Complex questions in the HNS work include the scope of substances which should be covered and how a second-tier international fund might be financed.

At its September session, the Legal Committee also considered whether to take up work on international draft conventions related to wreck removal and mobile off-shore craft. It placed the mobile off-shore craft on its long-term work program, and referred consideration of the wreck removal work to interested delegations for further review.

Marine Environment Protection Committee

The 29th session of the Marine Environment Protection Committee (MEPC) met in March and on the 30th of November. The Committee unanimously

adopted amendments to Annexes I and V of the International Convention for the Prevention of Pollution by Ships, 1973, as modified by the Protocol of 1978, (MARPOL 73/78) designating Antarctica as a special area; approved guidelines for the designation of special areas and particularly sensitive areas; and designated Australia's Great Barrier Reef as the first particularly sensitive area. The Committee agreed to circulate a proposal to designate the Wider Caribbean region as a special area under Annex V of MARPOL 73/78. Formal adoption is anticipated at the 31st session of the MEPC in July 1991. Major work continued on control of air pollution from ships, and a U.S. proposal to require double hulls on oil tankers was also under consideration. Alternatives that may offer equivalent levels of pollution protection as double hulls are also being considered.

The Committee also adopted a resolution for measures to control the use of tributyl tin compounds in antifouling paints, approved a proposal for a new regulation in Annex I of MARPOL 73/78 regarding shipboard oil spill response plans, and agreed to revise the guidelines for shore reception facilities for shipboard wastes.

INTERNATIONAL TELECOMMUNICATION UNION (ITU)

The ITU held its regular annual session of the 45th Administrative Council in Geneva June 11–22. The Council, of which the United States is a member, serves as the ITU's governing body between Plenipotentiary Conferences. It adopted a budget for 1991 which represented 0.2 percent negative real growth compared to the adjusted 1990 budget. This was a consensus decision supported by the United States. The United States was also successful in attaining key objectives on other major agenda items, including the initial progress report of the High-Level Committee on the Structure and Functioning of the ITU, the agenda for the 1992 World Administrative Radio Conference (WARC) on spectrum allocation, the new Bureau for Telecommunications Development, and a 1989 Plenipotentiary Conference resolution on formation of a committee to study Israeli telecommunications practices in the occupied territories.

The Bureau for Telecommunications Development (BDT), created by the 1989 Plenipotentiary Conference, became operational in January under the interim direction of the Secretary General, pending election of a director at the next Plenipotentiary Conference. The ITU held an African Telecommunications Development Conference in Harare, Zimbabwe, December 6–11, the first regional development conference held since such conferences were authorized by the 1989 Plenipotentiary Conference; several non-African ITU members including the United States participated. An "Africa Telecom 90" forum and exhibition preceded the conference, with proceeds to be used for ITU technical assistance activities in Africa.

The Center for Telecommunications Development (CTD) is a separate entity funded by voluntary donations from governments, institutions and private

industry. The U.S. Government donated $175,000 to the CTD in 1990. The CTD actively reviewed its programs in light of decisions taken at the 1989 Plenipotentiary Conference, particularly the creation of the BDT. It continued a recent emphasis on short-term projects to avoid duplication of BDT activities. The CTD also developed a series of recommendations as to how its functions might be integrated into the BDT, if the ITU decides to merge the two entities, to maintain a role for the private sector in the ITU's telecommunications development activities.

Administrative Council

The 45th regular session of the Council approved a Union expenditure budget for 1991 of 123,794,000 Swiss francs. This represented a 3.8 percent nominal increase and 0.2 percent negative real growth in relation to the adjusted 1990 budget. The net 1990 assessment for member states (expenditure budget less other income and adjustments) was 106,198,750 Swiss francs.

The United States is one of six industrialized countries which in 1990 were the major contributors to the ITU, all assessed at 7.49 percent of the 1990 regular budget. Because of nominal budget growth and a decrease in the total number of contributory units pledged by members for the new financial period beginning in 1991, the value of the contributory unit rose 10.1 percent from 1990 to 1991. The U.S. assessed contribution of 30 units grew from approximately $5.2 million in Swiss francs for 1990 to approximately $6.8 million for 1991. In addition, in 1990 the United States was assessed approximately $117,296 for costs relating to a 1988 Region II radio conference.

In accordance with a decision of the 1989 Plenipotentiary Conference, funds to finance a portion of support costs for technical cooperation were included in the regular budget of the new BDT. This was done to prevent any further shortfalls in financing such costs. However, an existing deficit of approximately 5.36 million Swiss francs from prior years remained unamortized. Therefore, the Council approved a Secretariat proposal to withdraw a total of approximately 4.36 million Swiss francs from various accounts to reduce this deficit. The U.S. Delegation joined consensus on this proposal but, joined by several others, reminded the Secretariat that, once the remaining deficit is amortized, there should no longer be a support costs shortfall since funds to cover those costs are now included in the regular budget.

In staff-related actions, the United States disassociated from consensus approval of increases in the remuneration of the Secretary General and other ITU elected officials effective July 1. The United States stressed its support for a system-wide approach to compensation for ungraded officials, with the UNDP Administrator's salary as the reference point. The Council approved a report of the ITU Staff Pension Committee proposing that the Council reiterate

its request to the UN Joint Staff Pension Board that an equitable solution be found to the question of income replacement for losses in pension value resulting from currency fluctuations.

The Council was responsible for setting the agenda for the 1992 WARC dealing with spectrum allocation. The 1989 Plenipotentiary Conference had envisioned a narrow agenda. After the Plenipotentiary Conference scheduled the 1992 WARC, U.S. Government agencies and private sector companies identified a number of new U.S. spectrum needs. At the Council, the U.S. Delegation succeeded in expanding the agenda to address the newly identified U.S. needs. In addition, the Council established a Voluntary Group of Experts to address simplification of the international Radio Regulations and the table of international spectrum allocations.

In other actions, the Council approved an ITU Secretariat plan on the organizational structure of the BDT and an expansion of the ITU's regional field presence in fulfillment of 1989 Plenipotentiary Conference resolutions on those subjects. In accordance with U.S. objectives, the Secretariat's organizational plan maintained flexibility in organization and staffing pending recommendations of the High-Level Committee concerning the ITU's development activities discussed below. By consensus, the Council also approved the interim progress report of the High-Level Committee on its first two meetings, authorized the ITU to contract with Booz, Allen and Hamilton to perform a financial, personnel and information systems management study of the ITU for the Committee's consideration, and approved the Committee's choice of the U.S. expert as rapporteur for the study.

Extraneous political issues have generally been kept out of the Council. The 1990 agenda, however, included consideration of Council action on a 1989 Plenipotentiary Conference resolution (opposed by the United States) instructing the Council "to form a committee from among its members with the task of ascertaining the facts concerning Israel's violations of the International Telecommunications Convention" in the occupied territories. The United States called for deferral of any action pursuant to this resolution, and reiterated its position that consideration of essentially political issues was not within the mandate of the UN technical specialized agencies. After lengthy debate, a resolution entrusting the Secretary General with forming a geographically balanced five-member committee by the end of 1990, after further consultation with Council members, passed on a secret ballot by 22 to 3 (U.S.), with 16 abstentions. Formation of the committee was thus, in effect, deferred. As of December a committee had not been formed.

On the last day of the Council session, Cuba delivered an attack on U.S. broadcasts of TV Marti under the rubric of "other business" on the agenda. The United States made a statement in response. The Chairman of the International Frequency Registration Board (IFRB) also spoke, referring to an opinion of the Board that TV Marti broadcasts are in contravention of international radio

regulations because they are directed outside U.S. territory. He acknowledged the United States disagreed with the IFRB's line of reasoning on this matter, but did not specifically address the points in the U.S. statement which called into question the way the IFRB applied the radio regulations to TV Marti.

High-Level Committee

The High-Level Committee on the Structure and Functioning of the ITU, set up in 1989 to recommend improvements in the ITU's structure and management practices, held its first three meetings in 1990 in Geneva. The United States achieved its major goals at these meetings, which saw the endorsement of several U.S.-sponsored proposals.

At its first meeting on January 22–26, the High-Level Committee elected its leadership; selected rapporteurs to coordinate action on the six major tasks to be addressed by the Committee; and approved, with minor modifications, a U.S. proposal on terms of reference for outside consultants to perform an objective study of the ITU's personnel and financial management and information systems.

At its second meeting, held May 7–16, the High-Level Committee recommended to the Administrative Council that the U.S. firm of Booz, Allen and Hamilton be contracted to perform the management review, and that the U.S. expert serve as rapporteur for this study. Following Council approval of this recommendation at its June session, Booz, Allen and Hamilton began the study and presented an interim report to the High-Level Committee at its third meeting, on November 18–31. The majority of the interim report's observations and preliminary recommendations were in accord with U.S. views. The consultant's final report will be presented to the High-Level Committee at a fourth meeting in February 1991.

At its third meeting, the Committee also made substantial progress toward agreement on recommendations for restructuring the ITU's permanent organs. A U.S. proposal to invite the Secretary General to establish a Business Advisory Forum to promote dialogue with the private sector was endorsed. In addition, the High-Level Committee concluded that the voluntarily funded CTD should be merged in some fashion with the new BDT, with a role for the private sector within the BDT.

Technical Bodies

INTERNATIONAL TELEGRAPH AND TELEPHONE CONSULTATIVE COMMITTEE

The International Telegraph and Telephone Consultative Committee (CCITT) continued in 1990 to carry out the work program approved at its 1988

Plenary Assembly, with numerous study group meetings throughout the year. Technical, operational and tariff standards developed and promulgated by the CCITT for international telecommunications carriers, manufacturers and users are voluntarily implemented worldwide. The U.S. telecommunications industry and numerous U.S. Government departments and agencies participate in CCITT activities and contribute to defraying meeting costs.

New procedures to accelerate adoption of new standards for telecommunications equipment and networks, first implemented in 1989, were used frequently to adopt more than 50 new or revised recommendations in 1990. A committee formed to further improve organization and working methods met twice during 1990.

Developing countries have argued for a change in the current 50–50 split of international telecommunications services revenue on the grounds that additional funds would enable them to undertake greater telecommunications development. In 1990 the CCITT and the General Secretariat released results of a study on relative costs of providing services in developed and developing countries.

Other issues studied by the CCITT included principles governing use of private leased lines, use of personal computers in network operation, Integrated Services Digital Network (ISDN), convergence of information and telecommunications technologies, an international telecommunications credit card, new standards for higher speed facsimile services, and very high-speed modems.

INTERNATIONAL RADIO CONSULTATIVE COMMITTEE

The International Radio Consultative Committee (CCIR) is responsible for development of technical bases for international sharing and management of frequency spectrums and geostationary satellite orbits, standardization of radio systems (compatible performance and interconnectivity), and production of information used for the development, planning and operation of radio systems. CCIR recommendations provide a basis for international standardization of radiocommunications and have great influence on the scientific and technical radiocommunications community, government and private operators, as well as designers and manufacturers of equipment. CCIR recommendations are not legally binding on members but, because of the imperatives of compatible performance and interconnectivity, they are almost universally applied.

The CCIR convened its 27th quadrennial Plenary Assembly in 1990. The Assembly adopted new, more efficient working methods and a streamlined organizational structure to enable the CCIR to be responsive to rapidly advancing technology and a changing telecommunications environment. In examining the work of 13 study groups, the Assembly approved 60 new and

126 revised recommendations, bringing the total number of recommendations in force to 378. A program of work was adopted for the next study period (1990–1994).

In 1990 the CCIR held meetings of eight working parties to prepare the technical basis for issues relevant to the 1992 ITU WARC on spectrum allocation. Two working parties treating technical issues related to the 1993 WARC on high-frequency broadcasting also met.

INTERNATIONAL FREQUENCY REGISTRATION BOARD

The major function of the International Frequency Registration Board (IFRB) is to ensure orderly recording of radio frequencies and satellite orbital positions which national administrations assign radio stations, including satellite systems. The IFRB also assists countries in matters related to radio spectrum management. In 1990 the IFRB continued its participation in preparations for the 1993 WARC on high-frequency broadcasting.

In accordance with IFRB procedures, on March 27, the United States submitted to the IFRB for processing a frequency assignment notice for inclusion of TV Marti, which began operations the same day, in the International Frequency List. The IFRB subsequently advised the United States it had made an unfavorable finding on the U.S. frequency assignment notice based on its opinion that TV Marti operations were not in conformity with international radio regulations which state that in principle a member state should keep its broadcast signals within its national frontiers. The United States informed the IFRB of its disagreement with the manner in which the Board had applied the Radio Regulations in this matter.

UN EDUCATIONAL, SCIENTIFIC AND CULTURAL ORGANIZATION (UNESCO)

UNESCO came into being in November 1946, and has headquarters in Paris. The General Conference of UNESCO, composed of all member countries, meets biennially to decide the policy, program and budget of the organization; the 25th General Conference met October–November 1989. The Executive Board, consisting of 50 members elected by the General Conference, meets at least twice a year and is responsible for supervising the program adopted by the Conference.

The United States withdrew from UNESCO at the end of 1984, but maintained its observer status during 1990. The U.S. Observer Mission to UNESCO promoted residual U.S. interests at UNESCO and worked with Secretariat officials and representatives of other countries to encourage reform within the Organization. During 1990 the United States sent observer delegations to the 134th and 135th sessions of the UNESCO

Executive Board. The United States also continued an open dialogue with UNESCO Director General Federico Mayor.

In April, Secretary of State Baker submitted to Congress a congressionally mandated report on "The Activities of UNESCO Since U.S. Withdrawal." The report concluded that "The time is not yet ripe to reopen the question of renewing United States membership in UNESCO."

Executive Board

The UNESCO Director General announced in February a number of sweeping and controversial personnel, management and structural executive decisions, known as the "Green Notes." The 134th Board meeting in May sharply criticized the proposed changes, noting in particular the lack of preparation provided to the Board by the Director General, the scope of the changes, the large number of personnel appointments, the use of consultants, the percentage of staff to be decentralized and the creation of new posts known as "coordinators." While agreeing with the broad lines of the new personnel and management policies, resolution 7.3, adopted by consensus, formally laid out the Board's serious concerns about a number of other issues, including the degree and scheduling of decentralization, the role of the coordinators, the selection of senior officials, and the establishment of a Panel of Wisemen.

The resolution:

— noted the Board's awareness of the urgent need for administrative and budgetary reforms;

— expressed the Board's belief that the Secretariat must be reorganized to promote interdisciplinarity and intersectorality;

— recalled the views expressed during the debate on the importance of decentralization, equitable geographical distribution, reducing the top-heaviness of the Secretariat, avoiding conflicts of authority and respecting procedures;

— considered that reform and reorganization should begin with the most urgent items and continue as an evolving process;

— asked the Director General to submit a report on the details of his decentralization plan to its next session;

— authorized the appointment of two or three coordinators on an experimental basis;

— expressed reservations about the role, the authority and the relationship of the coordinators, and asked for a report on them at the Board's 136th session; and

— considered that the use of consultants should be strictly limited and asked for a detailed annual report on them.

It also invited the Director General to reexamine the number of units which report directly to him and his two deputies; reconsider the advisability of creating new senior level posts; and seek greater diversity in the qualifications and geographical distribution of candidates.

In his oral report to the 135th session of the Executive Board in October, the Director General described follow-up actions he took on the "Green Notes" in response to concerns addressed by resolution 7.3. His actions in this regard were generally supported by Board members who considered that the Director General had followed the directives given at the 134th session. He formalized changes proposed by the Executive Board by issuing, in August, another "Green Note" (90/30) reducing the scope of some changes and delaying implementation of others.

The 135th session also denied an Iraqi request to have two items potentially critical of Kuwait and the United States added to its agenda. It then adopted a resolution "strongly condemning" Iraq's invasion of Kuwait, its "violations of human rights" and "repression of educational, cultural and intellectual freedoms." In addition, the Board spent time debating the political issue of the Temple Mount deaths which occurred during the 135th session; the Chairman ultimately read a statement condemning excessive use of force leading to the Palestinian deaths.

Agreements and Conventions

During 1990 the United States made voluntary contributions, through the International Convention and Scientific Organization Contributions (ICSOC) Account, of approximately $2 million to selected international scientific or cultural activities in UNESCO's fields of competence considered important to U.S. interests. In the past, financing for these purposes was provided through U.S. annual contributions to UNESCO. Among other bodies or activities funded were the Man and the Biosphere Program and international activities in library and information science. A separate contribution of approximately $450,000 was made to the World Heritage Fund, whose Secretariat is provided by UNESCO.

ILLICIT IMPORT, EXPORT AND TRANSFER OF OWNERSHIP OF CULTURAL PROPERTY

During 1990 the United States continued to play a leadership role in encouraging international cooperation in combating illicit movement of cultural property under the 1970 UNESCO Convention on the Means of Prohibiting and Preventing the Illicit Import, Export and Transfer of Ownership of Cultural Property. In May the United States responded to an

emergency request from Peru by imposing an import ban on Moche artifacts from Peru's Sipan region, where intact tombs of ancient Moche noblemen were in serious jeopardy from armed looters. By denying the entry of looted artifacts from Sipan, the United States was able to assist Peru in safeguarding the tombs.

This was the third action taken by the United States under the Convention. The United States imposed emergency import restrictions on certain pre-Columbian artifacts of El Salvador in 1987 and on antique Aymara textiles of Coroma, Bolivia, in 1989. Requests from Canada and Guatemala are under consideration at present.

The United States remains the only state party to the Convention that is considered a major importer of art and the only nation to assist another pursuant to Article 9 of the Convention.

UNIVERSAL COPYRIGHT CONVENTION

International copyright activities of UNESCO are undertaken in connection with its role as Secretariat for the Universal Copyright Convention (UCC). Certain joint activities concerning such matters are carried out with the World Intellectual Property Organization (WIPO). These joint activities involve meetings of the Intergovernmental Copyright Committee of the UCC and the Executive Committee of the Berne Convention, held every 2 years. There was no joint meeting of the two committees in 1990. Further, there were no separate UCC copyright meetings convened by UNESCO in 1990. As a member state of the UCC, the United States continues to participate in all copyright activities sponsored by UNESCO.

Intergovernmental Oceanographic Commission

United States participation in the Intergovernmental Oceanographic Commission (IOC) was active in 1990. The IOC is the UN agency responsible for promoting and coordinating international marine science activities on a global scale. It is functionally autonomous within UNESCO, with its own program and budget supported not only by UNESCO, but also by member states, which contribute over half of the IOC's program funding.

A major U.S. objective carried out through the IOC is implementation of a Global Ocean Observing System (GOOS) for acquiring the global ocean data necessary for studies of climate and global change, and for environmental monitoring. In 1990 the Commission, in cooperation with WMO and UNEP, made significant progress in planning this complex system, with the assistance of two staff members seconded to the IOC Secretariat by the United States. A third U.S. secondment is planned for 1992, to help staff the IOC's new Global Ocean Observing System Planning Office.

Major IOC programs, including the GOOS, contribute to the U.S. Global Change Research Program (GCRP), which is intended to provide the scientific basis for national and international policy regarding natural and human-induced changes in the global earth system. IOC activities which contribute to U.S. goals in climate research include Joint Committee for Climate Changes and the Ocean (CCCO); Committee for Ocean Processes and Climate; Intergovernmental Panel for the World Circulation Experiment (WOCE); Intergovernmental Board for the Tropical Ocean and Global Atmosphere (TOGA) Study; and the Joint CCCO/Joint Scientific Committee Ocean Observing System Development Panel.

In 1990 the United States was active in other IOC activities:

— The IOC International Coordination Group for the Tsunami Warning System in the Pacific oversees a program for monitoring undersea earthquakes and issues timely warnings of resulting tsunamis (so-called "tidal waves"). These warnings directly benefit U.S. coastal interests in the Pacific. At the 1990 meeting, significant advances were made in arrangements for real-time exchange of tsunami information with the Soviet Union.

— Ongoing U.S. participation in the IOC Technical Committee for International Oceanographic Data and Information Exchange, and the International Council of Scientific Unions/IOC World Data System for Oceanography, provides U.S. agencies and scientists with foreign-source data at cost savings valued at over $1 million per year. It also provides a mechanism among data agencies on international data standards and formats, which permits data to be exchanged at less cost.

— The IOC/WMO Integrated Global Ocean Services System took action to improve transmission of operational data in real time for weather forecasting and ship routing.

— The IOC Global Sea Level Observing System (GLOSS) was expanded by installation of a number of new stations in the Pacific. Efforts are underway to expand the system in the Atlantic, and to overcome technical difficulties in establishing stations in the Southern Ocean waters, including Antarctic waters.

International Geological Correlation Program

In recent years, the International Geological Correlation Program (IGCP) has expanded from its traditional themes of correlation and calibration by giving increased emphasis to such topics as the early evolution of the earth's crust and the sequence and global extent of subsequent geologic events, and the present-day geologic environment, including geologic hazards and global change. U.S. geoscientists helped design the program and are members of the IGCP Board and Advisory Scientific Committee. Funding from the International Conventions and Scientific Organizations Account, in the sum of

$80,000 for 1990, critical to the success of the program, served as a catalyst to stimulate additional support from universities, the U.S. Geological Survey (USGS) and private industry.

Man and the Biosphere Program

Scientists from the United States, as members of the U.S. Man and the Biosphere (U.S. MAB) Program and as individuals, continued to collaborate with the UNESCO MAB Program during 1990. Funds provided by the Department of State to U.S. MAB to support specific international projects of U.S. scientists would have been funded by UNESCO were the United States a member state.

In arctic science affairs, U.S. MAB scientists organized an international workshop to determine the impact of global warming on specific plants in the Arctic. An agreement on the International Tundra Experiment (ITEX) specifying the focus would be on vascular plant species, abiotic observations, protocols for air temperature; and snow cover measurements was reached.

U.S. MAB also financed a Fellowship position at the University of Lapland in Finland, studies of biological diversity and ecology in the Central Siberian Plateau, and a workshop to establish a standard vegetation classification system for the circumpolar Arctic region.

In tropical ecology, U.S. MAB supported a project to assess the net social cost of conserving biological diversity in Costa Rica, comparative work on management of montane ecosystems in the peninsula range of the Californias, continued support for assessment of the impacts of traditional and modern agriculture on land-inland water ecosystems in the Central Andes, and supported the analysis of human impact on Galapagos Islands biosphere reserves. To help scientific and environmental policy-makers better understand the issues of tropical deforestation, U.S. MAB helped establish research plots for the study of biological diversity, conservation and rehabilitation of the tropical forest in India, and supported research to aid restoration in East Malaysia. In Central America a grant was given to establish a network to achieve sustainable agriculture, especially involving cattle grazing.

U.S. MAB also established a core program area in Temperate Ecosystems through the development of a program in the Olympic and Southern Appalachian Biosphere Reserve. It is expected this pilot core program area will, in part, be translatable to development of international programs using comparable methodologies on sustainable development.

U.S. MAB scientists were invited to participate in several UNESCO MAB conferences. They attended meetings on the potential use of the

international biosphere reserve network to monitor global change, human response to environmental stress and other scientific meetings. The U.S. MAB vice chairman also attended the XI Intergovernmental Coordinating Council (ICC) of the MAB Program and chaired the plenary session during its discussion of the MAB research theme of the human response to environmental stress. Other U.S. scientists were also invited by UNESCO to address the ICC and to present a proposal to UNESCO MAB concerning the role of biological diversity in the functioning ecosystems. The UNESCO ICC adopted this proposal and it is now being developed through a series of international workshops funded by UNESCO and the UN Environmental Program. It is intended this comparative international research agenda will be a major contribution of UNESCO to the 1992 UN Conference on the Environment and Development (UNCED), to be held in Brazil.

World Heritage Committee

The United States initiated the development of the Convention Concerning the Protection of the World Cultural and Natural Heritage and was the first nation to ratify it, in December 1973. The United States is a member of the World Heritage Committee, the 21-member governing body of the Convention. It participated in the 14th session of the Committee held in Banff, Canada, December 7–12.

The Convention is the largest international body working to protect mankind's natural and cultural heritage. Its World Heritage List is a compendium of natural areas and cultural sites, now 339 in number, considered to have universal significance for all mankind. Seventeen U.S. sites are on the World Heritage List.

The United States made a voluntary contribution to the World Heritage Fund of $216,000 in 1990. The Convention and its Fund, which assist needy countries, have enabled many nations to preserve unique natural and cultural legacies. Measures taken by member countries to protect natural sites often contribute to the preservation of endangered species and biological diversity.

UN INDUSTRIAL DEVELOPMENT ORGANIZATION (UNIDO)

Created as an autonomous organization within the UN Secretariat (General Assembly Resolution 2152 (XXI) of 1966), the UN Industrial Development Organization became an independent specialized agency of the United Nations in 1986. Its mandate is to promote and accelerate industrial development in developing countries, and promote industrial cooperation and development on global, regional, national and sectoral levels. The United States has participated in UNIDO since its inception.

UNIDO is headquartered in Vienna, and has three principal organs: the biennial General Conference, which last met in 1989 and provides broad policy guidance for the organization; the 53-member Industrial Development Board (IDB), which meets once in Conference years and twice in non-Conference

years; and the 27-member Program and Budget Committee (PBC), which meets annually. The United States is a member of both the IDB and the PBC.

Program and Budget Committee

The sixth session of the PBC met June 25–29 in Vienna, and was dominated by the theme of UNIDO's continuing financial crisis, caused in part by late payments and arrearages totaling more than a year's regular budget. Also of concern were increased cost estimates for the organization's computerization efforts, including reason for the increases and their effect on future budgets.

The Committee passed 14 conclusions, including recommendations that the IDB: approve a ceiling for the 1992–1993 regular budget which would represent zero real growth compared to the 1990–1991 biennium; approve a new budget format; instruct the Director General to submit a comprehensive report on UNIDO's computerization efforts; and reaffirm that UNIDO Country Directors should remain fully integrated into UNDP field offices, and joint UNIDO/UNDP funding of the Country Director program be maintained.

The U.S. Delegation reserved on a conclusion concerning an increase in the pensionable remuneration of the Director General, noting remuneration levels for all UN organization heads should be linked, and that the appropriate linkage in this instance was the level provided for the Administrator of the UN Development Program.

Industrial Development Board

At the sixth session of the IDB held May 28–June 1 in Vienna, the U.S. Delegation joined consensus on 24 Board decisions on issues ranging from industrial investment promotion to integration of women in industrial development. UNIDO's response to the rapid and continuing changes in Eastern Europe and its efforts toward ecologically sustainable development dominated debate. There were widely expressed fears that UNIDO's response to the growing volume of requests for assistance from Eastern European countries, including expert advice on privatizing government-owned firms, could divert organization resources from efforts on behalf of developing nations in Africa, Asia and Latin America. Similar concerns were raised at the relatively new explicit emphasis on environmental factors in development, and its effect on the number and kinds of industrialization efforts UNIDO would promote in the future.

The head of the U.S. Delegation addressed both issues in his plenary remarks. Many problems Eastern European countries face, he stated, including uncompetitive state-owned enterprises, outmoded technologies, and the need to retrofit industrial plants and repair the environmental damage done by too rapid industrialization, are shared by the developing

world. The experiences of Eastern Europe, he added, can provide lessons for all, and UNIDO may properly respond and provide assistance where it can. Similarly, he also noted, environmental concerns should be factored into the decision-making for all new projects, just as purely economic, technological and commercial concerns are.

The seventh session of the IDB on November 5–9 centered on two issues: a proposed major reorganization of the UNIDO Secretariat, and the causes, budgetary implications and managerial issues raised by the organization's computerization efforts.

The U.S. Delegation joined consensus on 24 decisions, including those on UNIDO's proposed medium-term plan, the UNIDO Country Director program, women in the Secretariat, and the selection of an American to serve as Deputy Director General for Administration for 1 year beginning January 1, 1991. It called for votes on three decisions: technical assistance to the Palestinian people (adopted 29 to 1 (U.S.), with 18 abstentions), mobilization of financial resources for industrial development (adopted 32 to 1 (U.S.), with 14 abstentions), and external debt and industrial development (adopted 45 to 1 (U.S.), with no abstentions).

Prior to the session, the UNIDO Director General had formally circulated his plan for a major reorganization of the Secretariat, including streamlining the management structure and eliminating four of five Deputy Director General positions and major rearrangement of operational divisions. The U.S. Representative noted in plenary the U.S. belief that the plan was basically sound, and was responsive to the need to adapt UNIDO's program to changing needs of developing countries. He also said it was important the plan be given early approval so further refinements could be added before its formal consideration at the November 1991 General Conference. After extended debate the Board passed a resolution which, rather than giving the plan even preliminary approval, appointed an open-ended working group to discuss it further.

The major computerization program initiated in 1989–1990, and reports of a major underestimation of its total costs, produced the most lengthy and heated debate of this session. The Board in the end adopted a resolution calling for a report by the external auditor on the issue, and the convening of a working group of independent computer experts, nominated and funded by member states, to reassess UNIDO's computer needs and the financial and contractual options open to the organization given its computer acquisitions.

UNIVERSAL POSTAL UNION (UPU)

The United States has been a member of the Universal Postal Union (UPU) since its founding (as the General Postal Union) in 1874.

The Executive Council is the administrative body of the UPU which ensures the continuity of the work of the Union between Congresses, and it meets once a year at UPU headquarters in Bern. By virtue of having hosted in Washington the 20th UPU Congress in November–December 1989, the United States chairs the Executive Council through 1994, the year of the next plenipotentiary Congress, to be held in Seoul.

The 1990 Executive Council and its 10 committees met May 9–19. It assigned responsibilities for specific UPU Congress-mandated tasks and activities to working parties, reporting countries, and the International Bureau (Secretariat) of the Union. The United States was chosen to lead a working party to develop recommendations for improving the work of the Union. The United States was also named to working parties for terminal dues (rates postal administrations charge for delivering each other's mail), developing a universal terminal charge structure for postal parcels, and for restructuring the Acts of the UPU.

The Executive Council adopted a calendar year 1991 budget of 26,163,930 Swiss francs. The U.S. share, based on its voluntarily pledged contribution level, was set at 5.27 percent of the 1991 budget. The U.S. Delegation disassociated itself from consensus approval of the budget decision, maintaining the budget increase represented more than zero real growth.

The International Bureau informed the Executive Council that the six regional postal advisor positions mandated by the 20th Congress would be established in Zimbabwe, Benin, Costa Rica, Egypt, Indonesia and Thailand.

Consultative Council for Postal Studies

The Consultative Council for Postal Studies (CCPS), of 35 member countries elected by the UPU Congress, is the technical body of the UPU which organizes the study of operations, economic and technical cooperation issues. The CCPS meets once a year at UPU headquarters in Bern. The United States has been a member of the CCPS since its establishment in 1957.

The CCPS and its seven committees met October 12–19. At that session, the United States accepted responsibility for managing CCPS studies on commercial strategies in the various branches of the post, and on security. The CCPS also assigned membership on working parties for studies on the press and publishing, postal parcel products, express mail service (EMS) and quality of service, electronic mail, improvement of the postal system, mail circulation standards, automation and computerization, coding, computerized interchange of data and international accounting.

WORLD BANK GROUP

The World Bank Group is composed of the International Bank for Reconstruction and Development (IBRD), the International Development Association (IDA), the International Finance Corporation (IFC) and the Multilateral Investment Guarantee Agency (MIGA). As a member of the UN system and as a development finance institution, the World Bank works with the United Nations and its various specialized agencies in a wide variety of activities.

The Bank fosters economic growth in its member countries by providing loans, either at near-commercial terms (IBRD) or at highly concessional terms (IDA), for sound development projects. The Bank traditionally has financed all types of capital infrastructure, but in 1980 it inaugurated a program of adjustment lending to support specific policy changes and institutional reforms in developing countries. Adjustment lending accounted for 26 percent of total IBRD/IDA lending in FY 1990.

During FY 1990 (which ended June 30, 1990), Bulgaria and Czechoslovakia applied for membership in the IBRD, relations were reactivated with Romania, and the Bank began its lending program to Poland. In addition, the Bank continued its lending program to Hungary.

IBRD and IDA Lending Program

The IBRD approved $15.2 billion in loans for FY 1990 (down 13.6 percent from FY 1989) to support 121 projects in 38 countries. IDA credits amounted to $5.2 billion (up 6 percent from FY 1989) or 101 projects in 47 countries.

Only countries with an annual per capita income of $700 or less are currently eligible to borrow from IDA. However, the majority of IDA lending goes to countries with annual per capita incomes of less than $450. The ninth replenishment of IDA resources (IDA9) was approved in 1990 for the 3-year period July 1, 1990, to June 30, 1993. IDA9 will total Special Drawing Rights (SDR)* 11.679 billion, approximately $15 billion, which maintains the size of IDA in real terms.

Total IBRD and IDA commitments in FY 1990 have the following sectoral composition:

*The SDR, the IMF's unit of account, is a composite of the currencies of the five members with the largest exports of goods and services during the 1980–1984 period: the U.S. dollar, West German mark, French franc, Japanese yen and U.K. pound sterling. The relative weights of the currencies broadly reflect their relative importance in international trade and finance. The SDR was valued at $1.42 on December 31, 1990; its average value in 1990 was $1.36.

Sector	U.S. Dollars (Millions)	Percentage of Total
Agriculture and Rural Development	3,656.1	17.7
Development Finance Companies	1,271.7	6.1
Education	1,486.6	7.2
Oil, Coal and Gas	86.0	.4
Power	3,218.3	15.5
Industry	795.6	3.6
Nonproject	3,044.0	14.7
Population, Health and Nutrition	933.4	4.5
Public Sector Management	525.6	2.5
Small-Scale Enterprise	207.5	1.0
Technical Assistance	141.0	0.7
Telecommunications	616.7	3.0
Transportation	2,785.3	13.5
Urban Development	1,002.1	4.8
Water Supply and Sewerage	931.8	4.5
TOTAL	20,701.7	100.0

Projects approved by the IBRD and IDA during FY 1990 had the following regional distribution:

Region	Projects	U.S. Dollars (Millions)	Percentage of Total
Sub-Saharan Africa	86	3,932.9	18.9
Asia	55	6,397.1	30.9
Europe, Middle East and North Africa	40	4,407.0	21.3
Latin America and the Caribbean	41	5,964.7	28.9
TOTAL	222	20,701.7	100.0

Multilateral Investment Guarantee Agency

The Multilateral Investment Guarantee Agency (MIGA), established in 1988 with U.S. support, has a specialized mandate: to encourage equity investment and other direct investment flows to developing countries through the mitigation of noncommercial investment barriers. To carry out this mandate, MIGA offers investors guarantees against noncommercial risks; advises developing member governments on the design and implementation of policies, programs and procedures related to foreign investments; and

sponsors a dialogue between the international business community and host governments on investment issues. MIGA issued its first guarantee in FY 1990.

International Finance Corporation

The International Finance Corporation (IFC) assists the economic development of its borrowing member countries by making loans to, and equity investments in, productive enterprises in the private sector; matching investment opportunities with domestic and foreign private capital markets; and promoting privately owned development finance corporations. Projects are selected on the basis of financial viability and their contribution to economic development.

The IFC approved $2.2 billion for 122 projects during FY 1990, a 29 percent increase in lending from the previous year.

International Monetary Fund

Following a trend of recent years, only developing countries borrowed from the International Monetary Fund (IMF) in 1990. Drawings on Fund general resources totaled SDR 4.3 billion, up from SDR 3.5 billion in 1989. At the end of 1990, aggregate general Fund credit outstanding amounted to SDR 20.7 billion, compared to SDR 22.3 billion at the end of 1989. Fund disbursements and credit outstanding are expected to increase significantly in 1991 and subsequent years in response to rising demands on IMF resources to support economic adjustment efforts.

Under the strengthened international debt strategy endorsed in 1989, the IMF renewed efforts to help debtor countries pursue sound market-oriented policies and agreed to provide resources to those implementing debt and debt service reduction operations negotiated with commercial bank creditors. Macroeconomic and structural reforms, including measures to encourage new foreign investment and repatriation of flight capital, are key components of the strategy. Several debtor countries, including Uruguay, Venezuela and Morocco, negotiated commercial bank financing packages, including debt and debt service reduction, in 1990.

IMF Stand-By Arrangements (SBA) and Extended Fund Facility (EFF) programs aim at balance of payments viability in the short and medium term, respectively. EFFs are especially designed to tackle structural distortions in the economy. In 1990 the IMF approved 12 new SBAs amounting to SDR 1.7 billion and no new EFFs, compared to 12 SBAs (SDR 2.5 billion) and three EFFs (SDR 7.6 billion) in 1989. In 1990 the IMF disbursed SDR 1.2 billion under Stand-By/Credit tranche transactions, compared to SDR 1.5 billion in 1989. EFF disbursements totaled SDR 3.0 billion, compared to SDR 1.2 billion in 1989. At the end of 1990, there were 18 Stand-By and 4 Extended Arrangements, the same numbers as at the end of 1989.

For some time now, the IMF has devoted special attention to the unique needs of its poorest members. In 1976 the IMF created the Trust Fund to provide concessional balance of payments assistance to lower-income countries. In 1986 the IMF created the Structural Adjustment Facility (SAF) to provide assistance to low-income countries on concessional terms.

Financed by repayment of IMF Trust Fund loans extended in the 1970s, SAF loans support 3-year reform efforts in tandem with World Bank programs; for these loans, members develop a policy framework jointly with the IMF and the World Bank. The longer duration of the programs and the repayment of principal at concessional interest rates over 10 years, including a 5-year grace period, are designed to provide borrowers the breathing space they need in order to undertake structural reforms which promote sustainable growth.

At the 1987 Venice Summit, participants supported a major increase in concessional resources by establishing the Enhanced Structural Adjustment Facility (ESAF) in December 1987. Volunteer creditors contributed SDR 6 billion to the ESAF. In addition, a subsidy account was created through grant contributions, enabling the Fund to provide ESAF resources at concessional rates to the poorest countries, particularly those in sub-Saharan Africa. The United States has contributed $150 million to the ESAF subsidy account.

The IMF approved no new SAF programs in 1990; three SAF programs with total commitments of SDR 45.2 million were approved in 1989. In 1990 SAF disbursements totaled SDR 200 million, compared to SDR 700 million in 1988. The IMF also approved three ESAF programs with total commitments of SDR 426 million, compared to five programs totaling SDR 595 million in 1989. In addition, ESAF drawings totaled SDR 300 million, compared to SDR 300 million in 1989. At the end of 1990, there were 8 SAF and 14 ESAF arrangements, compared to 18 and 11, respectively, at the end of 1989.

Drawings in 1990 under the Compensatory and Contingency Financing Facility (CCFF), established in 1988, amounted to SDR 100 million, compared to SDR 800 million in 1989. The CCFF preserves the essential features of the Compensatory Financing Facility, which was available to members facing payments difficulties stemming from temporary shortfalls in export earnings or surges in food import costs largely beyond their control. Through the contingency element of the CCFF, the Fund provides financing should adverse external developments arise which threaten their programs. The IMF substantially modified the CCFF in late 1990 to respond to the effects of the Gulf crisis.

In May 1990 the IMF completed its Ninth Quota Review to assess the adequacy of Fund resources and members' quotas in the context of the envisioned role of the Fund in the 1990s. Members agreed to a 50 percent increase in quotas, from SDR 91 billion to SDR 136.5 billion. The quota increase will go into effect by December 31, 1991, provided IMF members

representing 85 percent of voting shares agree to their share of increases and the suspension amendment (see below) is approved. After December 31, 1991, a 70 percent majority will suffice. Group of 7 country rankings in the IMF will change as a result of this quota increase. The United States will retain its first place position. Japan will move from the fifth to the second position (which it will share with Germany) to reflect its growing role in the world economy and increasing willingness to assume the responsibilities of leadership.

Arrears to the IMF grew rapidly in the 1980s, totaling SDR 3.4 billion at the end of 1990. With particular encouragement from the United States, the IMF adopted a strengthened arrears strategy in May to deal with this growing problem. This strategy mixes incentives (in the form of "rights" to IMF financing to eliminate arrears by countries which perform well for 2 to 3 years under a Fund-monitored program) and deterrents (in the form of remedial measures such as suspension of voting and other rights for members not cooperating with the Fund) to reward sound economic performance and deter new arrears cases. In addition, the IMF's quota increase cannot go into effect until members have approved an amendment to IMF Articles allowing for suspension of voting and other rights of members not fulfilling IMF obligations.

The IMF adopted a series of modifications to its lending policies in November to respond to the financial effects of the Persian Gulf crisis. Key among these was a new mechanism in the Compensatory and Contingency Financing Facility (CCFF) allowing members to draw on Fund resources to offset the effects of higher oil import costs. This mechanism disbursed over SDR 2 billion in balance of payments assistance through the end of April 1991. Other changes to lending policies included increased access to financing, augmenting or accelerating disbursements under existing Fund arrangements, and widening coverage of the compensatory window of the CCFF to include such service receipts as canal and pipeline fees and shipping income.

WORLD HEALTH ORGANIZATION (WHO)

Special attention was given in the World Health Organization to extrabudgetary programs involving tropical diseases, immunizations and AIDS (acquired immuno-deficiency syndrome) in 1990. The World Health Assembly, meeting in May, gave continued attention to AIDS and other technical operations. For the second consecutive year, the Assembly deferred action on a request by the Palestine Liberation Organization (PLO) for membership in WHO; in 1990, the deferral was for an indefinite period.

The U.S. Government continued its cooperation with WHO on substantive and technical matters. Many U.S. experts participated in the work of WHO technical bodies, and U.S. institutions continued their research work as WHO collaborating centers. The 174 Americans in professional staff positions at the end of 1990 was the largest number from any single nation.

The United States was not a member on the WHO Executive Board during the period 1989–1990; it is the custom that the United States and four other major countries leave the Board for 1 year between 3-year terms. However, the United States sent an observer delegation to the Board's major business meeting, held in Geneva January 15–26. At the World Health Assembly in May, the United States was elected to a 3-year term. The U.S. Delegate attended the Board's organizational meeting following the Assembly, May 21–22, and the meeting of the Board's Program Committee August 27–31.

A U.S. Delegation attended the annual meeting of WHO's regional committee for the Western Pacific, held in Manila, from September 10–14. The United States also sent an observer delegation to the annual meeting of the WHO regional committee for Europe, held in Copenhagen September 10–15. U.S. officials also participated in meetings of governing bodies of a number of WHO technical programs which operate primarily with voluntarily contributed funds. These included the UNDP/World Bank/WHO Special Program of Research and Training in Tropical Diseases, the Onchocerciasis (river blindness) Control Program, the Diarrheal Diseases and Acute Respiratory Infections Control Program, the Essential Drugs Program and the Global Program on AIDS.

World Health Assembly

The U.S. Delegation to the 43rd World Health Assembly, held in Geneva from May 7–18, was headed by Dr. Louis W. Sullivan, Secretary of Health and Human Services. Secretary Sullivan, in his address to the Assembly, stressed the need for increased emphasis on disease prevention. "In many nations, including our own," he said, "lifestyle and behavior take a heavy toll in disease and death. Poor nutritional habits, tobacco use, abuse of alcohol and other drugs, and other problems must be addressed." Secretary Sullivan also told the Assembly there was no longer any reason not to destroy the remaining stocks of wild smallpox virus and that after the United States completed its sequencing of the smallpox genome, it would destroy all remaining virus stocks.

HEALTH ISSUES

On the issue of AIDS, delegates welcomed the appointment of a new director of the Global Program on AIDS and expressed satisfaction with the program. Although private concern was expressed about U.S. Government policy on visas for HIV-infected individuals, there were only oblique references in public sessions to the issue of discrimination against HIV-infected people; several delegations urged all countries to adhere to the 1988 Assembly resolution on this subject.

The U.S. Delegation cosponsored a resolution on "Women, children and AIDS," which asked member states to ensure programs for HIV control are

coordinated with programs in maternal and child health, family planning and sexually transmitted diseases.

Two draft resolutions were introduced relating to the use of tobacco. One aimed at "control of world trade in tobacco products," urged member states "to stop trying to coerce countries who are concerned about the adverse health effects of tobacco into repealing prohibitions or restrictions on the manufacture, import, distribution, sale or advertisement of tobacco products." The U.S. Delegation said the resolution would improperly involve WHO in tariffs, import taxes and other aspects of trade, all outside of WHO's sphere of responsibility, and moved the Assembly take no action on the resolution. The Assembly agreed that the resolution would not be considered.

The second draft tobacco resolution also produced substantial controversy, particularly its proposals for limits on tobacco advertising and steady increases in taxes on cigarettes. Language proposed by the U.S. Delegation, making clear that implementation of the proposals was voluntary and at the discretion of member states in the context of their own needs, was accepted. The final text, adopted by consensus, urged member states:

> . . . to consider including in their tobacco control strategies plans for legislation or other effective measures . . . for . . . effective protection from involuntary exposure to tobacco smoke in indoor workplaces, enclosed public places and public transport, . . . progressive financial measures aimed at discouraging the use of tobacco, [and] progressive restrictions . . . to eliminate eventually all direct and indirect advertising, promotion and sponsorship concerning tobacco.

The United States was one of 32 cosponsors of a resolution on "Reduction in Demand for Illicit Drugs," adopted by consensus by the Assembly. It called for implementation of the UN Global Program of Action, adopted at the February UN General Assembly Special Session on Narcotics, and urged quick ratification of the 1988 Vienna convention on drug trafficking. The U.S. Delegation called WHO and other agencies to do their share to address the drug issue, while ensuring no duplication of effort in this field.

The Assembly adopted a resolution to strengthen WHO's Action Program on Essential Drugs, which sought to ensure developing nations have access to basic medications at lowest possible cost. The resolution was modified to gain industry support and was adopted by consensus. A U.S. Delegate stressed that the focus of the program belonged on developing nations.

The Assembly also adopted resolutions on "protecting, promoting and supporting breast feeding," and on prevention and control of iodine deficiency disorders. The U.S. Representative told the Assembly of U.S. efforts to promote breastfeeding at home and abroad, and he praised WHO's new efforts to eliminate iodine deficiency disorders. No changes were requested in the WHO code of marketing practices for breastmilk substitutes; however, the Netherlands offered to host a WHO "technical meeting" in 1991 to review the code on the 10th anniversary of its adoption.

In addition, the Assembly adopted resolutions endorsing WHO's tropical disease research program; approving revisions to the 10th international classification of diseases; expressing concern about the need for proper management of hazardous wastes; noting the importance of health research in attainment of the goals of "health for all"; and emphasizing the importance of economic support to countries facing serious economic constraints.

Administrative and Budgetary Issues

WHO operations during 1990 were covered by the 1990–1991 regular budget, approved in 1989. No supplemental budget or other major expenditures were presented during 1990. However, the six regional committees and the Program Committee of the Executive Board reviewed their respective sections of the 1992–1993 budget, which was to be considered by the Board and the Assembly during 1991.

To promote more prompt payment, the Assembly in 1988 adopted a new policy regarding members more than 2 years in arrears of contributions toward the regular budget. Utilizing this policy, the 1988 Assembly voted to suspend the vote of five countries. In 1989, although a number of other countries were more than 2 years in arrears, the Assembly decided not to apply the new policy to them.

At the 1990 Assembly, there were 15 additional countries more than 2 years in arrears. The Board had recommended they be denied the vote, and the Assembly engaged in extended debate on the issue. Some countries argued the sums owed were small, and that denial of the vote would be discriminatory against developing nations. When the Assembly considered the proposal to deny the vote, the proposal failed for lack of the two-thirds majority. The vote was 37 (U.S.) to 31, with 17 abstentions. Some delegations then argued that, if the new policy was not to be applied to members in arrears, it was unfair to continue the suspension of vote for those denied it by the 1988 Assembly. After protracted debate, the Assembly voted to restore the vote to those countries which had lost it. Western countries, including the United States, expressed open dissatisfaction that the Assembly was not using this device to maintain pressure on members in arrears.

The United States made virtually full payment on its 1990 assessment by the end of 1990. It paid $76.7 million of the $78.4 million by November, and planned to pay the balance in January 1991. The United States was still $27.1 million in arrears from prior years. It was expected that some of this would be paid from appropriations approved for fiscal year 1991.

In 1990, the United States was again the leader in voluntary contributions to WHO programs. This included $20.7 million for the Global Program on AIDS, $2.5 million for the Tropical Disease Research Program, $4.9 million

for the onchocerciasis control program, and $4.6 million for a variety of programs under the Voluntary Fund for Health Promotion.

The U.S. Delegation persuaded the Assembly to reject a proposal from the Secretariat and the Board to upgrade air travel of Assembly delegates and Board members paid by WHO from economy to business class. The U.S. Delegation told the Assembly that WHO's limited resources should be focused on health programs rather than delegates to WHO meetings. The chairman of the Board strongly defended the Board proposal, but no other member disagreed with the United States. The chairman concluded the Assembly did not wish to change existing travel arrangements, and the proposal was considered rejected.

The Assembly approved the Board recommendation of an increase in the salary of the Director General, from $78,430 (at the dependency rate) to $88,441. In private conversations with WHO staff, and subsequent meetings at the Pan American Health Organization, the U.S. Delegation contended the salary increase proposal had been premature. U.S. Delegates said tradition in the UN system was for the salary of the WHO Director General and several other senior agency heads to be the same as salaries of the UNDP Administrator and the UN Director General for International Economic Cooperation and Development. Although the UN General Assembly in 1989 had approved a 5 percent salary increase for most UN system staff members, it had not approved increases for those two individuals. However, the 45th UN General Assembly approved increases for those two positions to the same level, $88,441, approved by the World Health Assembly.

Political Issues

PLO MEMBERSHIP

The 1990 Assembly, for the second consecutive year, defeated an effort by the Palestine Liberation Organization to attain membership in WHO on behalf of the "state of Palestine." The 1989 Assembly had deferred action on the PLO proposal by asking the Director General to study the application and report back to the next Assembly. This request automatically put the issue on the 1990 Assembly agenda.

The resulting Director General's report provided justification for further deferral of action, by raising questions about whether the self-declared "state of Palestine" could meet financial, programmatic and other attributes of membership. It also pointed out that PLO efforts to upgrade its status in other international organizations, including the UN General Assembly, had not been accepted, and it provided evidence the "state of Palestine" did not meet internationally accepted criteria for statehood. The Director General's report called attention to U.S. law adopted in 1990 (P.L. 101–167, Sec. 526 (b) and P.L. 101–246, Sec. 414 (a)), which required a cutoff of U.S. contributions, either

voluntary or in payment of assessments, to any specialized agency of the United Nations which accorded the PLO the same standing as member states. The report said serious harm could come to WHO's budget and its program activities if the PLO were admitted to membership.

In preparation for the Assembly, Secretary Sullivan wrote to health ministers of other WHO member states pointing out these U.S. legal provisions and urging the Assembly once again defer action on the PLO proposal to avoid involving WHO in political turmoil.

In the end, agreement was reached on a simple formulation which reaffirmed the 1989 resolution (without repeating the language) and asked the Director General "to continue his studies on the application of Palestine . . . and to report to the Health Assembly at an appropriate time, taking into consideration any relevant developments." This provided for indefinite deferral of action, by leaving to the judgment of the Director General questions of whether and when the issue should be resubmitted to the Assembly. The resolution also asked the Director General to pursue implementation of special technical assistance to improve health conditions of the Palestinian people in the occupied territories.

Assistant Secretary of State John R. Bolton then told the Assembly that the resolution signified member states did not want WHO further embroiled in extraneous political issues, and the PLO manifestly did not meet the internationally accepted criteria of a member state. He also said the United States believed the final status of the occupied territories could be determined only through negotiations, and the Assembly was not the proper place to attempt to resolve such issues. Afterward, he told a press conference the outcome vindicated long-standing U.S. policy, offered the hope that the potentially contentious issue of health care in the West Bank and Gaza could be addressed in a responsible nonpolitical fashion, and also hoped that "what has been decided here today will not be reopened."

HEALTH CONDITIONS IN THE OCCUPIED TERRITORIES

In the course of discussions on the PLO application for membership, the United States and others also negotiated the text of a resolution on "health conditions in the occupied territories." The topic is regularly on the Assembly agenda. Initial drafts were regarded as improvements over the resolutions of previous years but still contained contentious rhetoric.

In committee discussion, Director General Nakajima told the Assembly of the health plan WHO had drawn up for the territories and said WHO had invited voluntary contributions. The representative of UNRWA told the committee of special problems for health care in the occupied territories created by the intifada (uprising)and Israel's reaction to it. Israel said the draft resolution contained untrue allegations and irrelevancies and was mischievous

and partisan. The United States lamented the politicization of the Assembly and the time taken from technical health issues to be discussed.

The final text was approved in committee by 105 to 2 (U.S., Israel), with 5 abstentions. U.S. Delegates explained the U.S. vote by noting the excessively political rhetoric in the resolution, including language which "deplored" deterioration of health conditions in the territories and claimed Israeli violations of the Geneva Convention. Nevertheless, the U.S. Delegation noted the final text met a basic U.S. goal in containing no mention of the word "Palestine" or of the "Palestine Red Crescent Society."

By agreement no delegation called for a vote when the resolution was approved and taken to the full Assembly plenary. A U.S. Representative stated the U.S. position had not changed but that, to avoid further divisions in the Assembly and to join the spirit of cooperation, the United States would not call for a vote. In a press statement, the United States objected again to excessively political elements of the resolution. However, it acknowledged there were health needs in the territories and said the United States had played an active role in trying to meet those needs, including assistance to UNRWA and nongovernmental organizations active in the area. The United States remains the largest contributor to UNRWA.

Other Political Issues

Following Iraq's invasion of Kuwait in August 1990, WHO followed UN Security Council resolutions in refusing to permit its country representative to return to Iraq. When Iraq requested WHO to supply a large quantity of medications for its people, WHO replied that the requested products were available on the open market. It said that if Iraq would supply the funds, WHO would purchase medications, but otherwise WHO was not in a position to donate medical supplies; Iraq had not supplied the resources by the end of the year.

Libya introduced a resolution in the Assembly asking states responsible for land mines laid during wartime to remove them and pay compensation for damage inflicted on the Libyan people. Chad complained that northern Chad was filled with mines, apparently placed there by Libya. In an orchestrated effort to avoid politicizing the Assembly with this issue, it was proposed the Assembly decide not to consider the resolution. The committee voted 43 (U.S.) to 26, with 17 abstentions, to employ a secret ballot, and then voted 50 (U.S.) to 32, with 10 abstentions, to approve the proposal not to consider the resolution.

A draft resolution asked WHO to continue to monitor research on the effects of nuclear war on health. The Western Group opposed the issue, which had been confrontational in past Assemblies. It was proposed in committee not to consider the resolution. The U.S. Delegate agreed it was bad for WHO to take up questions it had no capacity to affect. The proposal not to consider

the resolution won by a vote of 32 (U.S.) to 15, with 30 abstentions, and the resolution was dropped.

For the first time in many years, the Assembly adopted a resolution on health assistance to African front-line states without a divided vote. The final resolution called for WHO assistance to help front-line states solve acute health problems of the South African and other refugees and also for technical cooperation in health for countries which have been targets of destabilization by South Africa.

A consensus resolution asked the Director General and member states to deliver programs of health assistance to newly independent Namibia. The U.S. Delegation pointed out the United States was developing a program of assistance, including Peace Corps, for Namibia and looked forward to working with the new government.

Pan American Health Organization

The 23rd quadrennial Pan American Sanitary Conference was held in Washington in September. Dr. Carlyle Guerra de Macedo (Brazil) was elected to a third 4-year term as Director of PAHO. The United States spoke in support of Dr. Macedo, who received all of the 37 ballots cast. The Conference also elected the United States to a 3-year term on the nine-member PAHO Executive Committee.

In his opening address to the Conference Secretary of Health and Human Services, Dr. Lewis W. Sullivan, noted that U.S. AID planned to devote $50 million over the next 5 years to combat measles in developing countries. In the context of the upcoming UN summit on children, the Secretary asked delegates to engage in a cooperative effort to expand immunization to protect infants and young children around the world.

A U.S. Delegate explained to the Conference the basic goals of the new U.S. report on "Healthy People 2000." He said the United States was challenging itself as never before to enhance the health of all of its people. He described major declines in three leading causes of death in the United States—heart disease, stroke and motor vehicle accidents. He said much of the success in heart disease could be attributed to dramatic increases in high blood pressure detection, a decline in cigarette smoking, and increasing awareness of the role of blood cholesterol and fats. He said that HIV infection and AIDS now required new prevention strategies, as did a reemergence of syphilis.

The Conference approved a document on strategies for PAHO over the next 4 years. Basic goals included new attention to linkage between health and development, more effective organization of the health sector at the country level, problems of high-risk groups, efforts to promote better health practices, better use of social communication, integration of women into health and

development, better management of knowledge, mobilization of resources, and cooperation in health among countries. The final Conference resolution asked the Director to continue efforts to improve the paper's content and scope. The Conference also adopted resolutions on the next stage of PAHO's health plan for Central America, polio eradication, environmental protection, workers' health, disability, maternal mortality and AIDS.

The Conference also approved the proposed PAHO share of the WHO regular budget for 1992–1993; that budget is to be adopted by the World Health Assembly in 1991. The United States made full payment of its 1990 assessment to PAHO; at the end of the year, however, it still owed $14.4 million in arrears from prior years.

Over U.S. objections, the Conference approved an increase in salary of the PAHO Director to make it equal to the higher salary approved in May for the Deputy Director General of WHO. The U.S. Delegation said the increase in senior level salaries at WHO had been premature before requisite action had been taken by the UN General Assembly, and therefore it was premature to increase the PAHO Director's salary as well.

U.S. Delegates also objected to PAHO's handling of miscellaneous income, arguing that income in excess of budget estimates should be used to reduce assessments of member states in future years. PAHO said it had spent the excess miscellaneous income earned in 1988–1989 to keep programs running in the face of a shortfall in contributions by member states. The staff argued that member states would receive credit for the miscellaneous income whenever member state assessments were paid up. The U.S. Delegation asked that in 1991 the Executive Committee consider revisions in the financial rules to ensure miscellaneous income in excess of the budget estimates was returned to member states in the next biennial budget.

The Conference authorized the Director to explore alternatives to its present headquarters building on 23rd Street in Washington, including the possibility of purchasing or constructing new quarters in the Washington area. PAHO said the current building was inadequate, and rental costs in the area were escalating.

International Agency for Research on Cancer

The Governing Council of the International Agency for Research on Cancer (IARC) marked the agency's 25th anniversary in May at IARC headquarters in Lyon, France, in a ceremony featuring noted cancer researchers. The Council approved expansion of the Scientific Council to 20; Dr. C.C. Harris of the National Cancer Institute was elected to the Scientific Council.

The Scientific Council reviewed but made no decision on a proposal that IARC create a new cancer prevention unit. A representative of WHO said

there would be no duplication of effort with WHO in this area. The U.S. Delegation pressed again, as in past years, for more advice on IARC program priorities from the Scientific Council, in order to assist the Governing Council in making objective judgments on biennial budget proposals. In the end, the Council decided to appoint a small committee to facilitate a discussion of IARC program priorities at the 1991 Governing Council meeting.

The Council also agreed with a working group recommendation that IARC continue to budget and assess member states in dollars. The group had reviewed various options, including the switching of assessments to French francs, in which IARC has 70 percent of its expenditures, or to a dual dollar/franc currency system.

WORLD INTELLECTUAL PROPERTY ORGANIZATION (WIPO)

The World Intellectual Property Organization was established by a Convention (originated from the 1883 Paris Convention for the Protection of Industrial Property and the 1886 Berne Convention for the Protection of Literary and Artistic Works) signed at Stockholm in 1967, which entered into force on April 26, 1970. The United States is a party to the Convention, which has 125 member states. WIPO, which became a specialized agency of the United Nations in 1974 (Resolution 3346) is the principal worldwide organization responsible for promoting the protection of intellectual property, which comprises copyrights (mainly literary and artistic works) and industrial property (mainly patents on inventions, trademarks and industrial designs). WIPO is also responsible for administration of some 15 intergovernmental "Unions," each founded on a multilateral treaty. The two principal treaties are the Paris Convention for the Protection of Industrial Property, which has 101 parties, and the Berne Convention for the Protection of Literary and Artistic Works, to which 84 nations have adhered. The United States has been a party to the Paris Convention since 1887. On March 1, 1989, the United States adhered to the Berne Convention.

An International Bureau, established by the Stockholm Convention, acts as the Secretariat of WIPO. It operates under the direction of WIPO member states through a General Assembly and a Conference which meet in ordinary session every second calendar year.

The principal administrative organs of the Paris and Berne Unions of parties to these Conventions are their Assemblies consisting of all member states. The Paris and Berne Unions elect Executive Committees from among their member states, and the joint membership of these two Committees constitutes WIPO's Coordination Committee. It meets annually and is entrusted with implementation of WIPO's biennial program and budget. As a member of the Paris Union Executive Committee, the United States continued as a member of the WIPO Coordination Committee through 1990.

During the year, the United States was also a member of the WIPO General Assembly, the Budget Committee, the Permanent Committee for Development Cooperation Related to Copyrights and Neighboring Rights, the Permanent Committee on Industrial Property Information and the Permanent Committee for Development Cooperation Related to Industrial Property.

To promote the protection of intellectual property on a worldwide basis, WIPO encourages the conclusion of new international treaties and the harmonization of national laws; gives legal/technical assistance to developing countries; assembles and disseminates information on intellectual property; maintains international registration services in the fields of trademarks, industrial designs and appellations of origin; and performs administrative tasks for an international patent filing arrangement. To ensure administrative cooperation among the Unions, WIPO centralizes the administration of the various Unions in the International Bureau.

Member nations contribute to six of the WIPO Unions, known as "Program Unions." WIPO's 1990–1991 biennial gross assessed budget for the Program Unions is 49,976,000 Swiss francs. The United States is assessed approximately 3.9 percent of the total.

Assistance to Developing Countries

Development cooperation activities continued in 1990 through two WIPO committees composed of developed and developing countries, the Permanent Committee for Development Cooperation Related to Copyrights and Neighboring Rights and the Permanent Committee for Development Cooperation Related to Industrial Property. The United States participates in both committees and supports most of their activities.

WIPO also provided traineeships to officials from developing countries in the fields of industrial property and copyright. The U.S. Patent and Trademark Office participated by providing training to a number of developing country nationals in the industrial property field. The U.S. Copyright Office's International Copyright Institute, in conjunction with the World Intellectual Property Organization, held two training seminars in 1990—in May for 114 developing countries from various parts of the world and in September for 11 French-speaking African countries.

Paris Convention Revision

The United States continued active participation in the revision of the Paris Convention for the Protection of Industrial Property, the most important multilateral treaty in this field. At issue are voting procedures for adoption of revisions (the United States advocates unanimous consent), sanctions for not working a patent in a given country, and use of geographical names in trademarks to identify products.

The Paris Union Assembly, in 1989, decided to address the issue of concluding the revision of the Paris Convention in 1991, after the anticipated conclusion of the Uruguay Round. However, in November the Assembly deferred the matter of preparations for the concluding conference to the September–October 1991 meeting of the Assembly.

Patent Law Harmonization

In addition to the Uruguay Round, negotiations are also taking place within WIPO to harmonize patent, trademark and copyright laws of member states. The effort to harmonize patent laws began in 1984, and was followed by a series of committee of experts sessions to develop a patent law harmonization treaty. The eighth session of the Committee of Experts was held June 11–22, and October 29–November 9. The draft treaty consists of some 39 articles and some 13 rules.

The Paris Union Assembly in 1989 decided to convene a diplomatic conference to consider the draft treaty in the second quarter of 1991. In its September 1990 meeting, the Paris Union Assembly accepted the invitation of the Government of the Netherlands to hold the conference in The Hague from June 3–28, 1991.

The treaty, if adopted by the conference and ratified by the United States, would require many and fundamental changes to U.S. patent laws. Its adoption will be recommended only if the treaty is considered, on balance, to offer advantages to U.S. industry.

Registration of Audiovisual Works

The "Treaty on the International Registration of Audiovisual Works" was adopted and signed in Geneva on April 20, 1989. The United States signed the treaty on that date. On January 24 President Bush transmitted the treaty to the Senate with the recommendation that it give early and favorable consideration to ratification. The treaty was referred to the Senate Foreign Relations Committee.

The treaty would facilitate enforcement of rights and increase legal security in transactions relating to audiovisual works and the fight against piracy. It would provide for establishment of an international register for applications and related materials concerning exercise of rights in audiovisual works such as motion pictures and television programs, including in particular rights relating to their exploitation. Public access to works would be facilitated by publication in a gazette. A comprehensive database of rights owners would also be maintained, from which WIPO would be able to provide information electronically to interested parties.

Protection of Integrated Circuits

Existing intellectual property arrangements have appeared inappropriate and insufficient in protecting the designs of semiconductor chip products. The United

States and Japan, by far the world's leading producers of integrated circuits and semiconductor chip products (accounting for about 80 percent of the total), have enacted their own unique legislation to protect such designs, the United States in 1984.

WIPO began work on a new treaty for the protection of semiconductor chips in 1985. The Treaty on the Protection of Intellectual Property in Respect of Integrated Circuits (the Washington Treaty) was concluded May 8–26, 1989. The United States, joined only by Japan, voted against the text of the treaty, which does not provide an adequate and effective standard for the protection of integrated circuits. Six nations have signed the treaty, which is not yet in force.

WORLD METEOROLOGICAL ORGANIZATION (WMO)

The World Meteorological Organization was formally established in 1950 as a successor to the International Meteorological Organization—a nongovernment organization founded in 1873. WMO is responsible for promoting international cooperation in collection, analysis and exchange of meteorological information, and in the application of meteorology to such areas as aviation, shipping, agriculture and water resource management. Its major programs on weather, climate and water resources serve U.S. strategic and commercial interests, as well as a wide variety of human needs which depend upon timely and accurate exchange of meteorological information.

The supreme body of the WMO is the Congress, which consists of all members of the organization. It meets every 4 years to review WMO program activities, establish general policies and budgetary requirements for the next 4-year period, and conduct elections for officers of the organization and members of the Executive Council. The 11th Congress will meet in 1991.

The Executive Council is a subsidiary body of the Congress, which meets at least once a year to supervise implementation of programs that the WMO Congress has approved. The Executive Council is composed of the president and 3 vice presidents of the organizaiton, the 6 presidents of the regional associations, and 26 directors of national meteorological or hydrometeorological services who serve on the Council in their personal capacity for a 4-year term; there is a U.S. member on the Executive Council. The 42nd session of the Executive Council was held in June.

Major Program Activities

The World Weather Watch (WWW), the backbone of WMO's programs, facilitates the collection, processing and free exchange of meteorological data among its members. The 42nd Executive Council noted the WWW's basic role and urged member countries to continue its operation and maintenance, specifying the need for the Global Observing System (GOS) and further

development and integration of the Global Data-Processing System (GDPS) and the Global Telecommunication System (GTS). The Council also reviewed the recommendations of its panel of experts on satellites and adopted those dealing with an expanded definition of the space-based GOS, projects for satellite activities and the statements on the role of satellites in meteorology and hydrology.

The World Climate Program (WCP) assists members in developing capabilities for monitoring and forecasting climate changes, and, when possible, to help mitigate any adverse effects. The 42nd Executive Council noted with satisfaction that executive heads of international agencies involved in the implementation of the WCP and in the climate issue, at their annual meeting in February, again confirmed the willingness of their agencies to contribute to international activities related to the climate and climate change issue. The Council agreed that the process of coordinated implementation of the WCP and other climate related programs and projects should take into account activities of the Intergovernmental Panel on Climate Change (IPCC) and be closely related to international and intergovernmental activities on development of a framework convention on climate.

The Special Fund for Climate and Atmospheric Environment Studies is intended to provide support for increased scientific activities in climatology and atmospheric studies, including global observations of climate and greenhouse gases, support for a global effort to detect climate change, training in developing countries on the local effects of climate change, and scientific studies of climate change, ozone depletion and the atmospheric environment. The goal of the Climate Studies Fund is to initiate scientific activities which respond to current international needs, using extrabudgetary contributions over a limited period of time.

The 42nd Council was concerned with the lack of positive response to its resolution 5 (EC-XLI), which established the Climate Studies Fund for 2 years with an original goal of $22 million in contributions for 1990–1991. The Council noted that several projects included in the Secretary General's program and budget proposals for the 11th financial period depended on extrabudgetary funding from this Fund for their implementation. When the Fund was established, it was anticipated that the initial effort would boost international activity to a higher level, subsequently to be sustained by regular WMO programs and related support for climatology and meteorology.

Regarding WMO's Hydrology and Water Resources Program, the 42nd Executive Council noted that requirements for hydrological projects and services are rapidly expanding with the increasing importance of the planning, management and protection of water resources throughout the world, particularly in view of growing concern for the environment and the

need for sustainable development in a world where increasing demands are placed on an essentially static water supply. It felt the Hydrology and Water Resources Program provided an essential basis for the WMO response to concerns of members as they grappled with water-resource problems made more acute by increasing urbanization, the consequences of climate change and the need to protect the environment and reduce natural disasters.

The Commission for Atmospheric Sciences (CAS) is responsible for promoting and coordinating WMO member research efforts. The 42nd Council commended CAS for restructuring its working groups, appointing highly qualified experts as members with specific responsibilities and opening the possibilities of appointing corresponding members.

The Council also emphasized the importance of the Global Atmosphere Watch (GAW), noting that the cost of providing GAW information would be insignificant in comparison with the likely economic implications of changes in atmospheric composition and climate. The Council urged members comply with GAW's fundamental concept that atmospheric composition observations be given the same importance as that given observations of the classical meteorological parameters, and that they support GAW implementation as rapidly and completely as possible, particularly extra efforts necessary to ensure establishment of observatory-type stations of global importance. To continue these and other related activities and also to provide them a focal point, the Council adopted draft resolution 5/2 (EC-XLII), "Re-establishment of the Executive Council Panel of Experts/CAS Working Group on Environmental Pollution and Atmospheric Chemistry."

WMO's technical cooperation activities assist member states in the development and maintenance of national meteorological capabilities. According to the report submitted by the Secretary General to the 42nd Executive Council, 130 countries had received technical assistance in 1989 through the UNDP, the WMO's Voluntary Cooperation Program (VCP), trust funds and the regular budget ($28.9 million). The Council noted UNDP continued to be the principal source of funding for WMO's technical cooperation activities.

The WMO established the Voluntary Cooperation Program (VCP) in 1967 at the initiative of the United States to provide equipment and training to developing countries to assist them in participating in the WMO's World Weather Watch and other programs. Without the VCP, many developing states would be unable to install costly weather monitoring equipment, so that valuable meteorological data (currently used by the United States to support civil aviation, shipping, military activities and storm detection/warning) would be unavailable.

A total of 78 VCP projects, mostly in support of WWW activities, were completed during 1990. In addition, by the end of the year, 96 projects were

under implementation in 59 countries. Members contribute to the VCP in cash payments to the Voluntary Cooperation Fund or as in-kind assistance in the form of equipment, expert services, training and long-term fellowships. In 1990, the United States contributed $1.9 million in in-kind assistance in response to specific requests from developing countries; overall contributions to the VCP totaled over $7.7 million. Cash contributions to the VCP amounted to over $378,000, and the U.S. cash share was more than $98,000.

Appendix 1

Address by President Bush to the 45th Regular Session of the General Assembly

Statement before the 45th session of the UN General Assembly on October 1, 1990.

Mr. President. Mr. Secretary General. Distinguished delegates to the United Nations:

It is a great privilege to greet you today as we begin what marks a new and historic session of the General Assembly.

Forty-five years ago, while the fires of an epic war still raged across two oceans and two continents, a small group of men and women began a search for hope amid the ruins. They gathered in San Francisco, stepping back from the haze and the horror to try to shape a new structure that might support an ancient dream.

Intensely idealistic, and yet tempered by war, they sought to build a new kind of bridge, a bridge between nations, a bridge that might help carry humankind from its darkest hour to its brightest day.

The founding of the United Nations embodied our deepest hopes for a peaceful world. And during the past year, we have come closer than ever before to realizing those hopes. We've seen a century sundered by barbed threats and barbed wire give way to a new era of peace, cooperation, and freedom.

The Revolution of '89 swept the world almost with a life of its own, carried by a new breeze of freedom that transformed the political climate from Central Europe to Central America, and touched almost every corner of the globe.

That breeze has been sustained by a now almost universal recognition of a simple, fundamental truth: The human spirit can't be locked up forever. The truth is, people everywhere are motivated in much the same ways. And people everywhere want much the same things: The chance to live a life of purpose—the chance to choose a life—in which they and their children can learn, grow healthy, worship freely, and prosper through the work of their hands, their hearts and their minds.

We're not talking about the power of nations, but the power of individuals. The power to choose, the power to risk, the power to succeed.

This is a new and different world. Not since 1945 have we seen the real possibility of using the United Nations as it was designed—as a center for international collective security.

The changes in the Soviet Union have been critical to the emergence of a stronger United Nations. The U.S.–Soviet relationship is finally beyond containment and confrontation, and now we seek to fulfill the promise of mutually shared understanding.

The long twilight struggle that for 45 years has divided Europe, our two nations, and much of the world has to come to an end. Much has changed over the last 2 years. The Soviet Union has taken many dramatic and important steps to participate fully in the community of nations.

When the Soviet Union agreed with so many of us, here in the United Nations, to condemn the aggression of Iraq, there could be no doubt that we had indeed put 4 decades of history behind us.

We are hopeful that the machinery of the United Nations will no longer be frozen by the divisions that plagued us during the Cold War. That, at long last, we can build new bridges, and tear down old walls.

That, at long last, we will be able to build a new world based on an event for which we have all hoped—an end to the Cold War.

Two days from now, the world will be watching when the Cold War is formally buried in Berlin. And in this time of testing, a fundamental question must be asked. A question not for any one nation—but for the United Nations. And the question is this: Can we work together in a new partnership of nations? Can the collective strength of the world community, expressed by the United Nations, unite to deter and defeat aggression?

Because the Cold War's battle of ideas is not the last epic battle of this century. Two months ago, in the waning weeks of one of history's most hopeful summers, the vast, still beauty of the peaceful Kuwaiti desert was fouled by the stench of diesel and the roar of steel tanks. Once again the sound of distant thunder echoed across a cloudless sky. And once again the world awoke to face the guns of August.

But this time, the world was ready. The UN Security Council's resolute response to Iraq's unprovoked aggression has been without precedent. Since the invasion on August 2nd, the Council has passed eight major resolutions setting the terms for a solution of the crisis.

The Iraqi regime has yet to face facts. But as I said last month: The annexation of Kuwait will not be permitted to stand. This is not simply the view of the United States. It is the view of every Kuwaiti, the Arab League and the United Nations. Iraq's leaders should listen: It is Iraq against the world. Let me take this opportunity to make the policy of my government clear. The United States supports the use of sanctions to compel Iraq's leaders to withdraw immediately and without condition from Kuwait. We also support the

provision of medicine, and of food for humanitarian purposes, so long as distribution can be properly monitored. Our quarrel is not with the people of Iraq. We do not wish for them to suffer. The world's quarrel is with the dictator who ordered the invasion.

Along with others, we have dispatched military forces to the region to enforce sanctions; to deter and if need be defend against further aggression. We seek no advantage for ourselves. Nor do we seek to maintain our military forces in Saudi Arabia for one day longer than is necessary. U.S. forces were sent at the request of the Saudi Government. The American people—and this President—want every single American soldier brought home as soon as the mission is completed.

Let me also emphasize that all of us here at the United Nations hope military forces will never have to be used. We seek a peaceful outcome—a diplomatic outcome. And one more thing—in the aftermath of Iraq's unconditional departure from Kuwait, I truly believe that there may be opportunities: For Iraq and Kuwait, to settle their differences permanently; for the states of the Gulf themselves to build new arrangements for stability; and for all the states and peoples of the region to settle the conflict that divides the Arabs from Israel. But, the world's key task—now, first and always—must be to demonstrate that aggression will not be tolerated or rewarded.

Through the UN Security Council, Iraq has been judged by a jury of its peers—the very nations of the Earth. Today, the regime stands isolated and out of step with the times, separated from the civilized world not by space, but by centuries.

Iraq's unprovoked aggression is a throw-back to another era, a dark relic from a dark time. It has plundered Kuwait, terrorized innocent civilians, and held even diplomats hostage. Iraq and its leaders must be held liable for these crimes of abuse and destruction. But this outrageous disregard for basic human rights does not come as a total surprise. Thousands of Iraqis have been executed on political and religious grounds, and even more through a genocidal, poison gas war waged against Iraq's own Kurdish villagers.

As a world community, we must act—not only to deter the use of inhuman weapons like mustard and nerve gas, but to eliminate the weapons entirely. That is why, 1 year ago, I came to the General Assembly with new proposals to banish these terrible weapons from the face of the Earth.

I promised the United States would destroy over 98 percent of its stockpile in the first 8 years of a chemical weapons ban treaty, and 100 percent—all of them—in 10 years, if all nations with chemical weapons capabilities sign the treaty.

We've stood by those promises. In June, the United States and the Soviet Union signed a landmark agreement to halt production, and to destroy the vast majority of our stockpiles. Today, U.S. chemical weapons are being destroyed.

But time is running out. This is not a merely bilateral concern. The Gulf crisis proves how important it is to act together—and to act now—to conclude an absolute, worldwide ban on these weapons. We must also redouble our efforts to stem the spread of nuclear weapons, biological weapons and the ballistic missiles that can rain destruction upon distant peoples.

The United Nations can help bring about a new day, a day when these kinds of terrible weapons—and the terrible despots who would use them—are both a thing of the past. It is in our hands to leave these dark machines behind, in the dark ages where they belong, and to press forward to cap a historic movement towards a new world order and a long era of peace.

We have a vision of a new partnership of nations that transcends the Cold War. A partnership based on consultation, cooperation and collective action, especially through international and regional organizations. A partnership united by principle and the Rule of Law, and supported by an equitable sharing of both cost and commitment. A partnership whose goals are to increase democracy, increase prosperity, increase the peace and reduce arms.

And as we look to the future, the calendar offers up a convenient milestone, a signpost by which to measure our progress as a community of nations.

The year 2000 marks a turning point, beginning not only the turn of the decade, not only the turn of the century, but also the turn of the millennium.

And 10 years from now, as the 55th session of the General Assembly begins, you will again find many of us in this Hall, our hair a bit more gray, perhaps a bit less spring in our walk. But you will not find us with any less hope of idealism, or any less confidence in the ultimate triumph of humankind.

I see a world of open borders, open trade and—most importantly—open minds. A world that celebrates the common heritage that belongs to all the world's people, taking pride not just hometown or homeland but humanity itself.

I see a world touched by a spirit like that of the Olympics: Based not on competition that's driven by fear, but sought out of joy and exhilaration and a true quest for excellence.

I see a world where democracy continues to win new friends and convert old foes, and where the Americas—North, Central and South—can provide a model for the future for all humankind—the world's first completely democratic hemisphere.

And I see a world building on the emerging new model of European unity. Not just Europe, but the whole world—"whole and free."

This is precisely why the present aggression in the Gulf is a menace not only to one region's security, but to the entire world's vision of our future. It threatens to turn the dream of a

new international order into a grim nightmare of anarchy, in which the law of the jungle supplants the law of nations.

That is why the United Nations reacted with such historic unity and resolve. And that is why this challenge is a test we cannot afford to fail. I am confident we will prevail. Success, too, will have lasting consequences—reinforcing civilized standards of international conduct, setting a new precedent in international cooperation, brightening the prospects for our vision of the future.

There are 10 more years until the century is out. Ten more years to put the struggles of the 20th Century permanently behind us. Ten more years to help launch a new partnership of nations. And throughout those 10 years—and beginning now—the United Nations has a new vital role in building towards that partnership. Last year's General Assembly showed how we can make greater progress towards a more pragmatic and successful United Nations. And, for the first time, the UN Security Council is beginning to work as it was designed to work.

Now is the time to set aside old debates, old procedures, old controversies and old resolutions. It is time to replace polemic attacks with pragmatic action.

We have shown that the United Nations can count on the collective strength of the international community. We have shown that the United Nations can rise to the challenge of aggression, as its founders hoped it would. And now in this time of testing, we must also show that the United Nations is the place to build international support and consensus for meeting the other challenges we face.

The world remains a dangerous place. And our security and well-being often depend, in part, on events occurring far away. We need serious international cooperative efforts to make headway on threats to the environment, on terrorism, on managing the debt burden, on fighting the scourge of international drug trafficking, and on refugee and peacekeeping efforts around the world.

But the world also remains a hopeful place. Calls for democracy and human rights are being reborn everywhere. These calls are an expression of support for values enshrined in the UN Charter. They encourage our hopes for a more stable, more peaceful, more prosperous world.

Free elections are the foundation of democratic government, and can produce dramatic successes, as we have seen in Namibia and Nicaragua. And the time has come to structure the UN role in such efforts more formally. And so today, I propose that the United Nations establish a Special Coordinator for Electoral Assistance, to be assisted by a UN Electoral Commission comprised of distinguished experts from around the world.

As with free elections, we also believe that universal UN membership

for all states is central to the future of this organization, and to the new partnership we've discussed. In support of this principle, and in conjunction with UN efforts to reduce regional tensions, the United States fully supports UN membership for the Republic of Korea. We do so without prejudice to the ultimate objective of reunification of the Korean Peninsula, and without opposition to simultaneous membership for the Democratic People's Republic of Korea.

Building on these and other initiatives, we must join together in a new compact—all of us—to bring the United Nations into the 21st Century. And I call today for a major, long-term effort to do this. We should build on the success of the distinguished Secretary General, my long-time friend and colleague, Javier Perez de Cuellar. We should strive for greater effectiveness and efficiency of the United Nations.

The United States is committed to playing its part, helping to maintain global security, promoting democracy and prosperity. My Administration is fully committed to supporting the United Nations, and to paying what we are obliged to pay by our commitment to the Charter. International peace and security—and international freedom and prosperity—require no less.

The world must know and understand: From this hour, from this day, from this Hall—we step forth with a new sense of purpose, a new sense of possibilities. We stand together, prepared to swim upstream, to march uphill, to tackle the tough challenges as they come—not only as the United Nations—but as the nations of the world united.

Let it be said of the final decade of the 20th Century: This was a time when humankind came into its own. When we emerged from the grit and the smoke of the industrial age to bring about a revolution of the spirit and of the mind, and began a journey into a new day, a new age, and new partnership of nations.

The United Nations is now fulfilling its promise as the world's parliament of peace. I congratulate you. I support you. And I wish you Godspeed in the challenges ahead.

Appendix 2

Principal Organs of the United Nations

GENERAL ASSEMBLY

The General Assembly is composed of all 159 members. They are:

Member	Date of Admission	Member	Date of Admission
Afghanistan	Nov. 19, 1946	Chile	Oct. 24, 1955
Albania	Dec. 14, 1955	China*	Oct. 24, 1945
Algeria	Oct. 8, 1962	Colombia	Nov. 5, 1945
Angola	Dec. 1, 1976	Comoros	Nov. 12, 1975
Antigua and Barbuda	Nov. 11, 1981	Congo	Sept. 20, 1960
Argentina	Oct. 24, 1945	Costa Rica	Nov. 2, 1945
Australia	Nov. 1, 1945	Cote d'Ivoire (Ivory Coast)	Sept. 20, 1960
Austria	Dec. 14, 1955	Cuba	Oct. 24, 1945
Bahamas	Sept. 18, 1973	Cyprus	Sept. 20, 1960
Bahrain	Sept. 21, 1971	Czechoslovakia	Oct. 24, 1945
Bangladesh	Sept. 17, 1974	Denmark	Oct. 24, 1945
Barbados	Dec. 9, 1966	Djibouti	Sept. 20, 1977
Belgium	Dec. 27, 1945	Dominica	Dec. 18, 1978
Belize	Sept. 25, 1981	Dominican Republic	Oct. 24, 1945
Benin	Sept. 20, 1960	Ecuador	Dec. 21, 1945
Bhutan	Sept. 21, 1971	Egypt	Oct. 24, 1945
Bolivia	Nov. 14, 1945	El Salvador	Oct. 24, 1945
Botswana	Oct. 17, 1966	Equatorial Guinea	Nov. 12, 1968
Brazil	Oct. 24, 1945	Ethiopia	Nov. 13, 1945
Brunei Darussalam	Sept. 21, 1984	Fiji	Oct. 13, 1970
Bulgaria	Dec. 14, 1955	Finland	Dec. 14, 1955
Burkina Faso	Sept. 20, 1960	France	Oct. 24, 1945
Burundi	Sept. 18, 1962	Gabon	Sept. 20, 1960
Byelorussian S.S.R.	Oct. 24, 1945	Gambia	Sept. 21, 1965
Cambodia	Dec. 14, 1955	Germany**	Sept. 18, 1973
Cameroon	Sept. 20, 1960	Ghana	Mar. 8, 1957
Canada	Nov. 9, 1945	Greece	Oct. 25, 1945
Cape Verde	Sept. 16, 1975	Grenada	Sept. 17, 1974
Central African Republic	Sept. 20, 1960	Guatemala	Nov. 21, 1945
Chad	Sept. 20, 1960	Guinea	Dec. 12, 1958

*By resolution 2758 (XXVI) of October 25, 1971, the General Assembly decided "to restore all its rights to the People's Republic of China and to recognize the representatives of its Government as the only legitimate representatives of China to the United Nations."

**The German Democratic Republic, admitted to membership in the United Nations on September 18, 1973, acceded to the Federal Republic of Germany on October 3, 1990.

Guinea-Bissau	Sept. 17, 1974	Paraguay	Oct. 24, 1945
Guyana	Sept. 20, 1966	Peru	Oct. 31, 1945
Haiti	Oct. 24, 1945	Philippines	Oct. 24, 1945
Honduras	Dec. 17, 1945	Poland	Oct. 24, 1945
Hungary	Dec. 14, 1955	Portugal	Dec. 14, 1955
Iceland	Nov. 19, 1946	Qatar	Sept. 21, 1971
India	Oct. 30, 1945	Romania	Dec. 14, 1955
Indonesia	Sept. 28, 1950	Rwanda	Sept. 18, 1962
Iran	Oct. 24, 1945	Saint Kitts and Nevis	Sept. 23, 1983
Iraq	Dec. 21, 1945	Saint Lucia	Sept. 18, 1979
Ireland	Dec. 14, 1955	Saint Vincent	
Israel	May 11, 1949	and the Grenadines	Sept. 16, 1980
Italy	Dec. 14, 1955	Samoa	Dec. 15, 1976
Jamaica	Sept. 18, 1962	Sao Tome and Principe	Sept. 16, 1975
Japan	Dec. 18, 1956	Saudi Arabia	Oct. 24, 1945
Jordan	Dec. 14, 1955	Senegal	Sept. 28, 1960
Kenya	Dec. 16, 1963	Seychelles	Sept. 21, 1976
Kuwait	May 14, 1963	Sierra Leone	Sept. 27, 1961
Laos	Dec. 14, 1955	Singapore	Sept. 21, 1965
Lebanon	Oct. 24, 1945	Solomon Islands	Sept. 19, 1978
Lesotho	Oct. 17, 1966	Somalia	Sept. 20, 1960
Liberia	Nov. 2, 1945	South Africa	Nov. 7, 1945
Libya	Dec. 14, 1955	Spain	Dec. 14, 1955
Liechtenstein	Sept. 18, 1990	Sri Lanka	Dec. 14, 1955
Luxembourg	Oct. 24, 1945	Sudan	Nov. 12, 1956
Madagascar	Sept. 20, 1960	Suriname	Dec. 4, 1975
Malawi	Dec. 1, 1964	Swaziland	Sept. 24, 1968
Malaysia	Sept. 17, 1957	Sweden	Nov. 19, 1946
Maldives	Sept. 21, 1965	Syria	Oct. 24, 1945
Mali	Sept. 28, 1960	Tanzania	Dec. 14, 1961
Malta	Dec. 1, 1964	Thailand	Dec. 16, 1946
Mauritania	Oct. 27, 1961	Togo	Sept. 20, 1960
Mauritius	Apr. 24, 1968	Trinidad and Tobago	Sept. 18, 1962
Mexico	Nov. 7, 1945	Tunisia	Nov. 12, 1956
Mongolia	Oct. 27, 1961	Turkey	Oct. 24, 1945
Morocco	Nov. 12, 1956	Uganda	Oct. 25, 1962
Mozambique	Sept. 16, 1975	Ukrainian S.S.R.	Oct. 24, 1945
Myanmar (Burma)	Apr. 19, 1948	U.S.S.R.	Oct. 24, 1945
Namibia	Apr. 23, 1990	United Arab Emirates	Dec. 9, 1971
Nepal	Dec. 14, 1955	United Kingdom	Oct. 24, 1945
Netherlands	Dec. 10, 1945	United States	Oct. 24, 1945
New Zealand	Oct. 24, 1945	Uruguay	Dec. 18, 1945
Nicaragua	Oct. 24, 1945	Vanuatu	Sept. 15, 1981
Niger	Sept. 20, 1960	Venezuela	Nov. 15, 1945
Nigeria	Oct. 7, 1960	Vietnam	Sept. 20, 1977
Norway	Nov. 27, 1945	Yemen*	Sept. 30, 1947
Oman	Oct. 7, 1971	Yugoslavia	Oct. 24, 1945
Pakistan	Sept. 30, 1947	Zaire	Sept. 20, 1960
Panama	Nov. 13, 1945	Zambia	Dec. 1, 1964
Papua New Guinea	Oct. 10, 1975	Zimbabwe	Aug. 25, 1980

*The Arab Republic of Yemen was admitted to membership in the United Nations on September 30, 1947, and Democratic Yemen on December 14, 1967. On May 22, 1990, the two countries merged as the Republic of Yemen.

The 44th regular session of the General Assembly, which had been suspended December 29, 1989, was resumed February 20, March 12 and March 26–April 2, 1990. In nine decisions, the Assembly appointed members to the Joint Inspection Unit (Decision 44/315); adopted the agenda (Decision 44/402); and considered the special session devoted to international cooperation (Decision 44/461), environment (Decision 44/462), pattern of conferences (Decision 44/463) and the UN Conference on Environment and Development. (Decisions 44/464, 44/465, 44/466 and 44/467.)

On May 17, 1990, the 44th General Assembly met to consider the Second UN Conference on the Least Developed Countries (Resolution 44/241); and on June 28, 1990, to adopt a resolution on emergency assistance to Iran (Resolution 44/242) and a decision on reopening consideration of special programs of economic assistance (Decision 44/402). The Assembly convened again on July 20, 1990, to discuss, *inter alia*, policies of apartheid of the South African Government and to reopen the agenda item on enhancing the effectiveness of the principle of periodic and genuine elections.

The 44th General Assembly was resumed on September 11–14, 1990, to consider the report of the Secretary General on policies of apartheid of the Government of South Africa and again on September 17, 1990, to continue the debate, adopt resolution 44/244, and formally close the session.

In addition to the above, two special sessions were convened in 1990. The 17th special session (February 20–23) was devoted to the question of international cooperation against illicit production, supply, demand, trafficking and distribution of narcotic drugs and psychotropic substances. The 18th was held April 23–May 1 on International Economic Cooperation.

The 45th regular session of the General Assembly convened September 18, 1990, and was suspended December 21, 1990.

The Assembly elected Guido de Marco (Malta) as President and the Chairmen of the Delegations of Brazil, Canada, China, Cyprus, Egypt, Fiji, France, Ghana, Honduras, Indonesia, Lebanon, Mauritius, Mozambique, Rwanda, Saint Lucia, Senegal, U.S.S.R., United Arab Emirates, United Kingdom, United States and Yugoslavia as the 21 Vice Presidents.

The Chairmen of the seven Main Committees, on which each member may be represented, were:

First Committee (Political and Security) —Jai Pratap Rana (Nepal)
Special Political Committee —Perezi Karukubiro-Kamunanwire (Uganda)
Second Committee (Economic and Financial)—George Papadatos (Greece)
Third Committee (Social, Humanitarian and Cultural) —Juan O. Somavia (Chile)
Fourth Committee (Decolonization) —Martin Adouki (Congo)

Fifth Committee (Administrative and Budgetary) —Ernest Besley Maycock (Barbados)
Sixth Committee (Legal) —Vaclav Mikulka (Czechoslovakia)

The General Committee (steering committee) is composed of the President, the 21 Vice Presidents, and Chairmen of the seven Main Committees.

SECURITY COUNCIL

The Security Council is composed of 5 members designated in the Charter as permanent and 10 members elected by the General Assembly for 2-year terms ending December 31 of the year given in the heading:

Permanent Members: China, France, U.S.S.R., United Kingdom, United States.
1990: Canada, Colombia, Ethiopia, Finland, Malaysia.
1991: Cote d'Ivoire, Cuba, Romania, Yemen, Zaire.

On November 1, 1990, the Assembly elected Austria, Belgium, Ecuador, India and Zimbabwe as members of the Security Council for a 2-year term of office beginning January 1, 1991.

TRUSTEESHIP COUNCIL

The Trusteeship Council is composed of the United States (as administrator of a territory), and the other four Permanent Members of the Security Council (China, France, U.S.S.R., United Kingdom).

The Trusteeship Council held its 57th session May 21–30 and a resumed session on November 28, in New York.

ECONOMIC AND SOCIAL COUNCIL

ECOSOC is composed of 54 members elected by the General Assembly for 3-year terms ending December 31 of the year given in the heading:

1990: Colombia, Cuba, France, Germany, Ghana, Greece, Guinea, India, Ireland, Japan, Lesotho, Liberia, Libyan Arab Jamahiriya, Portugal, Saudi Arabia, Trinidad and Tobago, Venezuela, Yugoslavia.
1991: Bahamas, Brazil, Cameroon, Czechoslovakia, Indonesia, Iraq, Italy, Jordan, Kenya, Netherlands, New Zealand, Nicaragua, Niger, Thailand, Tunisia, Ukrainian S.S.R., United States, Zambia.
1992: Algeria, Bahrain, Bulgaria, Burkina Faso, Canada, China, Ecuador, Finland, Iran, Jamaica, Mexico, Pakistan, Romania, Rwanda, Sweden, U.S.S.R., United Kingdom, Zaire.

On November 16 and 21, 1990, the General Assembly elected Argentina, Austria, Botswana, Chile, France, Germany, Guinea, Japan, Malaysia, Morocco, Peru, Somalia, Spain, Syria, Togo, Trinidad and Tobago, Turkey and Yugoslavia for terms beginning on January 1, 1991.

ECOSOC held its organizational session for 1990 on January 17 and February 6–9 in New York. Its first regular session was May 1–25 in New York; the second was in Geneva on July 4–27, with a resumed session on November 9 in New York.

INTERNATIONAL COURT OF JUSTICE

The International Court of Justice consists of 15 members elected by the General Assembly and Security Council for 9-year terms ending February 5 of the year shown in parentheses. The judges, listed in order of precedence, are:

Jose Maria Ruda of Argentina (1991), President
Keba Mbaye of Senegal (1991), Vice President
Manfred Lachs of Poland (1994)
Taslim Olawale Elias of Nigeria (1994)
Shigeru Oda of Japan (1994)
Roberto Ago of Italy (1997)
Stephen M. Schwebel of the United States (1997)
Robert Y. Jennings of the United Kingdom (1991)
Mohammed Bedjaoui of Algeria (1997)
Ni Zhengyu of China (1994)
Jens Evensen of Norway (1994)
Nikolai K. Tarassov of the U.S.S.R. (1997)
Gilbert Guillaume of France (1991)
Mohamed Shahabuddeen of Guyana (1997)
Raghunandan Swarup Pathak of India (1991)

Appendix 3

United States Missions

U.S. MISSION TO THE UNITED NATIONS, NEW YORK

The United States is represented by a permanent mission at the Headquarters of the United Nations in New York. Under the direction of the U.S. Representative to the United Nations, the mission carries out the instructions of the President, as transmitted by the Secretary of State. It serves as the channel of communication between the U.S. Government and UN organs, agencies and commissions at the Headquarters; with the 158 other permanent missions accredited to the United Nations; and with various nonmember observer missions. It is also the base of operations for U.S. delegations to the General Assembly and to other UN bodies when they meet in New York.

The U.S. Representative to the United Nations, who is also the Chief of Mission, and holds the rank of Ambassador, represents the United States in the Security Council. He or she is assisted by other persons of appropriate title, rank and status appointed by the President.

The mission staff includes specialists in political, economic, social, financial, budgetary, legal, military, public affairs and administrative matters. In 1990 about 150 persons were assigned to the mission by the Department of State and other U.S. departments and agencies.

The staff assists the U.S. Representative in such activities as planning the tactical pursuit of U.S. policy objectives in UN organs and bodies; carrying out consultations, negotiation and liaison with other delegations and the UN Secretariat; preparing policy recommendations to the Department of State; reporting to the Department of State on consultations and developments in the United Nations; discharging U.S. responsibilities as host government; carrying out public affairs activities; and planning and administering conference operations.

U.S. MISSION TO THE EUROPEAN OFFICE OF THE UNITED NATIONS AND OTHER INTERNATIONAL ORGANIZATIONS, GENEVA

The United States maintains a permanent mission in Geneva under the direction of a U.S. Representative with the rank of Ambassador who is accredited to the European Office of the United Nations and to UN specialized agencies and other international organizations with headquarters in Geneva. The mission is responsible for representating U.S. interests at the UN European headquarters; UN subsidiary bodies in Geneva (e.g., UN Human Rights Commission, UN Conference on Trade and Development, UN High Commissioner for Refugees, Economic Commission for Europe, and the UN Disaster Relief Organization); specialized agencies with their headquarters in Geneva (International Labor Organization, World Health Organization, World Meteorological Organization, International Telecommunication Union and World Intellectual Property Organization); and other international bodies such as General Agreement on Tariffs and Trade; Conference on Disarmament; Intergovernmental Organization for Migration; and International Committee of the Red Cross. The mission maintains contact with resident delegations of other nations in Geneva as well as with nongovernmental or voluntary organizations involved in humanitarian affairs.

Much of the work of Mission personnel involves meetings in connection with these organizations' activities, reporting on developments in them and making policy recommendations to the Department of State and representing U.S. Government views to agency personnel at all appropriate levels.

The mission staff includes economic, political, financial resource management, scientific, agricultural, health, public affairs, humanitarian (including refugee) and administrative personnel. In 1990, about 150 Americans were assigned to the mission, which also employed 100 local employees.

The U.S. Representative often heads or serves as alternate on delegations to large conferences. Other officers of the mission either represent the United States in smaller international meetings or serve on the U.S. delegations to them.

The mission offers administrative support to the various U.S. delegations involved in bilateral arms reductions talks with the Soviet Union. It also provides administrative support for the Office of the U.S. Trade Representative (GATT negotiations) and the U.S. Delegation to the multilateral Conference on Disarmament.

OTHER U.S. MISSIONS

In Vienna, the United States maintains a mission at the Headquarters of the United Nations and International Atomic Energy Agency. The U.S. Mission to

International Organizations in Vienna is headed by a U.S. Representative, who is also responsible for representing U.S. interests at various Vienna-based UN organizations, including a specialized agency, the UN Industrial Development Organization; the UN Relief and Works Agency for Palestinian Refugees in the Near East (UNRWA); and the newly consolidated UN International Drug Control Program.

The United States also maintains an observer mission to UNESCO in Paris, a mission to the UN agencies for food and agriculture in Rome, a mission to International Civil Aviation Organization in Montreal, and a liaison office with the UN Environment Program in Nairobi.

Appendix 4

United States Representatives

Permanent Representative and Chief of Mission to the United Nations: Thomas R. Pickering

Deputy Permanent Representative to the United Nations: Alexander F. Watson

Deputy Permanent Representative to the Security Council: M. James Wilkinson

Representative on the Economic and Social Council: Jonathan Moore (from April 1990)

Alternate Permanent Representative for Special Political Affairs: Jonathan Moore (through April 1990); Shirin Tahir-Kheli (from June 1990)

U.S. Representative to the European Office of the United Nations, Geneva: Morris B. Abram

U.S. Representative to International Organizations, Vienna: Michael H. Newlin

GENERAL ASSEMBLY

45th regular session (New York, Sept. 19–Dec. 21)
Representatives: Thomas R. Pickering* (Chairman); Alexander F. Watson (Vice-Chairman); Connie Mack; Joseph R. Biden; William W. Treat
Alternates: M. James Wilkinson; Jonathan Moore; Shirin Tahir-Kheli; Jacob Stein; Katherine D. Ortega

17th special session (New York, Feb. 20–23)
Representative *Ex Officio*: James A. Baker, III
Representatives: Thomas R. Pickering; Melvyn Levitsky
Alternates: John R. Bolton; John C. Lawn; Jonathan Moore; Alexander F. Watson

*The Secretary of State, James A. Baker III, served as chairman of the delegation, *ex officio*, during his presence at the session.

18th special session (New York, Apr. 23–May 1)
Representative: Thomas R. Pickering
Alternates: Jonathan Moore; Alexander F. Watson

UN Scientific Committee on Effects of Atomic Radiation
39th session (Vienna, May 14–18)
Representative: Frederick A. Mettler
Alternate: Warren K. Sinclair

Special Committee on the Charter of the United Nations and on the Strengthening of the Role of the Organization
15th session (New York, Feb. 12–Mar. 2)
Representative: Robert B. Rosenstock
Alternate: Carolyn L. Willson

Committee on Conferences
(New York, Feb. 9–12; Mar. 23; May 2; Aug. 20–29)
Representative: Lawrence M. Grossman
Alternate: Nicholas M. Hill

Disarmament Commission
12th session (New York, May 7–29)
Representatives: Alexander F. Watson; Stephen J. Ledogar
Alternates: Alexander Akalovsky; Robert T. Grey, Jr.; John King

Conference on Disarmament
(Geneva, Feb. 6–Apr. 24; June 12–Aug. 24)
Representative: Stephen J. Ledogar
Alternates: Alexander Akalovsky; M. Lyall Breckon

Committee on the Development and Utilization of New and Renewable Sources of Energy
5th session (New York, Mar. 26–Apr.4)
Representative: C. Steven McGann
Alternate: Kevin Charles

Ad Hoc Committee on the Indian Ocean
(New York, Apr. 16–20, July 2–13)
The United States withdrew from the Committee effective April 6, 1990.

Committee on Information
12th session (New York, Apr. 5–May 2)
Representative: Alexander F. Watson
Alternates: Philip Arnold; Jackie Wolcott

Committee on Peaceful Uses of Outer Space
33rd session (New York, June 4–15)
Representative: William J. Lowell
Alternate: Kenneth D. Hodgkins

Special Committee on Peacekeeping Operations
(New York, May 7–10; June 29)
Representative: Robert B. Rosenstock
Alternate: Douglas B. Stevenson

UN Commission on International Trade Law
23rd session (New York, June 25–July 6)
Representative: Peter H. Pfund
Alternates: Arthur Aronoff; Harold S. Burman

SECURITY COUNCIL

Representative: Thomas R. Pickering
Deputies: Alexander F. Watson; M. James Wilkinson
Alternates: Robert T. Grey, Jr.; Robert B. Rosenstock

TRUSTEESHIP COUNCIL

57th session (New York, May 21–June 8)
Representative: Milton James Wilkinson
Alternates: Robert T. Grey, Jr.; John Kriendler;
Robert B. Rosenstock; Daniel R. Russel; Carolyn L. Willson

ECONOMIC AND SOCIAL COUNCIL AND RELATED BODIES

Organizational session for 1990 (New York, Jan. 17 and Feb. 6–9)
Representative: Jonathan Moore
Alternate: Edward Marks

1st regular session, 1990 (New York, May 1–25)
Representative: Jonathan Moore
Alternates: Juliette Clagett McLennan; Edward Marks;
Jackie Wolcott; John R. Bolton

2nd regular session, 1990 (Geneva, July 4–27)
Resumed session (New York, Nov. 9)
Representative: Jonathan Moore
Alternates: Morris B. Abram; Edward Marks

Commission on Human Rights
46th session (Geneva, Jan. 29–Mar. 9)
Representative: Armando Valladares
Alternates: Morris B. Abram; Marshall J. Breger; Beverly Zweiben

Commission on Narcotic Drugs
11th special session (Vienna, Jan. 22–Feb. 3)
Representative: Melvyn Levitsky
Alternate: Michael H. Newlin

Population Commission
Did not meet in 1990.

Commission for Social Development
Did not meet in 1990.

Statistical Commission
Did not meet in 1990.

Commission on the Status of Women
34th session (Vienna, Feb. 26–Mar. 9)
Representative: Juliette Clagett McLennan
Alternates: Theresa Elmore Beherendt; Jennifer Dunn; Bonnie F. Guiton; Michael H. Newlin; Elsie Vartanian; Adis Maria Vila

Commission on Transnational Corporations
16th session (New York, Apr. 2–11)
Representative: Edward Marks

Economic Commission for Europe
45th plenary session (Geneva, Apr. 18–27)
Representative: Morris B. Abram
Alternate: Roderick M. Wright

Economic and Social Commission for Asia and the Pacific
46th plenary session (Bangkok, June 4–13)
Representative: Daniel O'Donohue
Alternates: Robert B. Duncan; John S. Blodgett

Economic Commission for Latin America and the Caribbean
23rd plenary session (Caracas, May 3–11)
Representative: Sally Grooms Cowal
Alternate: John S. Blodgett

UN Children's Fund
Executive Board (New York, Apr. 16–27)
Representative: Peter B. Teeley
Alternate: Jonathan Moore

Committee on Non-Governmental Organizations
Did not meet in 1990.

Committee for Program and Coordination
20th session (New York, May 7–June 8)
Representative: M. James Wilkinson
Alternates: John D. Fox; John S. Wolf

World Food Council
16th ministerial session (Bangkok, May 21–24)
Representative: Jack C. Parnell
Alternate: Ann M. Veneman; J. Dawson Ahalt

Committee on Food Aid Policies and Programs
29th session (Rome, Sept. 3–11)
Representative: Philip L. Christenson
Alternates: Mary Chambliss; David Joslyn; Gerald Monroe
30th session (Rome, Dec. 3–7 and 14, 1990)
Representative: Philip L. Christenson
Alternates: Mary Chambliss; Gerald Monroe

Committee on Natural Resources
Did not meet in 1990.

Office of the UN High Commissioner for Refugees
Executive Committee, 41st session (Geneva, Oct. 1–5)
Representative: Jewel S. Lafontant Mankarious
Alternates: Morris B. Abram
Executive Committee, Extraordinary session
(Geneva, May 28–30)
Representative: Princeton Lyman
Alternate: William Marsh

Commission on Human Settlements
Did not meet in 1990.

Intergovernmental Committee on Science and Technology for Development
Did not meet in 1990.

UN Conference on Trade and Development
Trade and Development Board
36th session, Second Part (Geneva, Mar. 12–23)
Representative: Morris B. Abram
Alternates: Ralph Ives; Rod Wright
37th session, First Part (Oct.1–12)
Representative: Morris B. Abram
Alternate: G. Clay Nettles

UN Development Program
Organizational meeting and special session (New York, Feb. 20–23)
Representative: Jonathan Moore
Alternates: Joan Dudik-Gayoso; Edward Marks
Governing Council, 37th session (Geneva, May 28–June 23)
Representatives: Jonathan Moore; Ronald Roskens
Alternates: Nancy Carter; Joan Dudik-Gayoso; Duff Gillespie

UN Environment Program
Special session, Governing Council (Nairobi, Aug. 1–3)
Representative: Curtis Bohlen
Alternate: Morris B. Abram

SPECIALIZED AGENCIES AND IAEA

Food and Agriculture Organization (FAO)
Council, 98th session (Rome, Nov. 19–30)
Representative: Philip L. Christenson
Alternates: Mary Chambliss; Gerald Monroe

International Atomic Energy Agency (IAEA)
General Conference, 34th session (Vienna, Sept. 17–21)
Representative: Richard T. Kennedy
Alternates: Richard M. Carr; Michael H. Newlin

International Civil Aviation Organization (ICAO)
Assembly, 28th session (Montreal, Oct. 22–26)
Chief Delegate: Don M. Newman

International Fund for Agricultural Development (IFAD)
Governing Council (Rome, Jan. 23–26)
Representative: Reginald J. Brown

International Labor Organization (ILO)
Conference, 77th session (Geneva, June 6–17)
Minister: Elizabeth Dole
Also attending: Jenna Dorn; Michael Kaiser; Susan Thigpen
Delegates: Shellyn G. McCaffrey; Anthony G. Freeman
Alternates: Morris B. Abram; David A. Peterson

International Maritime Organization (IMO)
Council, 64th session (London, June 11–15)
Representative: Mary Ann Kekich
Alternates: Michael C. Grace; Gene Hammel
Council, 65th session (London, Nov. 5–9)
Representative: Mary Ann Kekich
Alternates: Michael C. Grace; Gene Hammel; Garold N. Larson

International Telecommunication Union (ITU)
Administrative Council, 45th session (Geneva, June 11–22)
Representative: Earl S. Barbely

UN Educational, Scientific and Cultural Organization (UNESCO)
General Conference did not meet in 1990.

UN Industrial Development Organization (UNIDO)
Industrial Development Board (Vienna, May 28–June 1; Nov. 5–9)
Representative: Michael H. Newlin
Alternate: John A. Buche

Universal Postal Union (UPU)
Executive Council (Bern, May 7–18)
Alternate Representatives: Cheryl A. Martin;
Clayton F. Ruebensaal, Jr.

World Bank Group and International Monetary Fund

International Bank for Reconstruction and Development (IBRD)
U.S. Governor: Nicholas F. Brady
Alternate: Richard T. McCormack
U.S. Executive: E. Patrick Coady
Advisor: Ronald E. Myers

International Development Association (IDA)
The U.S. Governor, Executive Director and their alternates were the same as those of the IBRD.

International Finance Corporation (IFC)
The U.S. Governor, Executive Director and their alternates were the same as those of the IBRD.

International Monetary Fund (IMF)
U.S. Governor: Nicholas F. Brady
Alternate: Alan Greenspan

World Health Organization (WHO)
43rd World Health Assembly (Geneva, May 7–18)
Delegates: Louis W. Sullivan; James O. Mason; John R. Bolton
Alternates: Antonia C. Novello; Morris B. Abram; Neil A. Boyer

World Intellectual Property Organization (WIPO)
Did not meet in 1990.

World Meteorological Organization (WMO)
Executive Council, 42nd session (Geneva, June 11–23)
Member: Elbert W. Friday, Jr.
Alternate: Eugene W. Bierly

World Tourism Organization (WTO)
Executive Council, 38th session (Madrid, Apr. 2–4)
Representative: Mary Ann Kekich
Alternate: Jean G. O'Brien
Executive Council, 39th session (Goa, Nov. 27–29)
Representative: Mary Ann Kekich

Appendix 5

Scale of Assessments for Apportionment of Expenses of the United Nations

The scale of assessments for the contributions of member states to the UN regular budget for the financial years 1989, 1990 and 1991 are as follows:

Member State	Percent	Member State	Percent
Afghanistan	0.01	Central African Rep.	0.01
Albania	0.01	Chad	0.01
Algeria	0.15	Chile	0.08
Angola	0.01	China	0.79
Antigua and Barbuda	0.01	Colombia	0.14
Argentina	0.66	Comoros	0.01
Australia	1.57	Congo	0.01
Austria	0.74	Costa Rica	0.02
Bahamas	0.02	Cote d'Ivoire (Ivory Coast)	0.02
Bahrain	0.02	Cuba	0.09
Bangladesh	0.01	Cyprus	0.02
Barbados	0.01	Czechoslovakia	0.66
Belgium	1.17	Denmark	0.69
Belize	0.01	Djibouti	0.01
Benin	0.01	Dominica	0.01
Bhutan	0.01	Dominican Republic	0.03
Bolivia	0.01	Ecuador	0.03
Botswana	0.01	Egypt	0.07
Brazil	1.45	El Salvador	0.01
Brunei Darussalam	0.04	Equatorial Guinea	0.01
Bulgaria	0.15	Ethiopia	0.01
Burkina Faso	0.01	Fiji	0.01
Burundi	0.01	Finland	0.51
Byelorussian S.S.R.	0.33	France	6.25
Cambodia	0.01	Gabon	0.03
Cameroon	0.01	Gambia	0.01
Canada	3.09	German Dem. Rep.*	1.28
Cape Verde	0.01	Germany, Fed. Rep. of*	8.08

*Following the accession of the German Democratic Republic to the Federal Republic of Germany on October 3, 1990, the two German states were united and will contribute at the rate of 9.36 per cent in 1991.

Member State	Percent	Member State	Percent
Ghana	0.01	Papua New Guinea	0.01
Greece	0.40	Paraguay	0.03
Grenada	0.01	Peru	0.06
Guatemala	0.02	Philippines	0.09
Guinea	0.01	Poland	0.56
Guinea-Bissau	0.01	Portugal	0.18
Guyana	0.01	Qatar	0.05
Haiti	0.01	Romania	0.19
Honduras	0.01	Rwanda	0.01
Hungary	0.21	Saint Kitts and Nevis	0.01
Iceland	0.03	Saint Lucia	0.01
India	0.37	Saint Vincent and the Grenadines	0.01
Indonesia	0.15	Samoa	0.01
Iran	0.69	Sao Tome and Principe	0.01
Iraq	0.12	Saudi Arabia	1.02
Ireland	0.18	Senegal	0.01
Israel	0.21	Seychelles	0.01
Italy	3.99	Sierra Leone	0.01
Jamaica	0.01	Singapore	0.11
Japan	11.38	Solomon Islands	0.01
Jordan	0.01	Somalia	0.01
Kenya	0.01	South Africa	0.45
Kuwait	0.29	Spain	1.95
Laos	0.01	Sri Lanka	0.01
Lebanon	0.01	Sudan	0.01
Lesotho	0.01	Suriname	0.01
Liberia	0.01	Swaziland	0.01
Libya	0.28	Sweden	1.21
Liechtenstein	0.01	Syria	0.04
Luxembourg	0.06	Tanzania	0.01
Madagascar	0.01	Thailand	0.10
Malawi	0.01	Togo	0.01
Malaysia	0.11	Trinidad and Tobago	0.05
Maldives	0.01	Tunisia	0.03
Mali	0.01	Turkey	0.32
Malta	0.01	Uganda	0.01
Mauritania	0.01	Ukrainian S.S.R.	1.25
Mauritius	0.01	U.S.S.R.	9.99
Mexico	0.94	United Arab Emirates	0.19
Mongolia	0.01	United Kingdom	4.86
Morocco	0.04	United States	25.00
Mozambique	0.01	Uruguay	0.04
Myanmar (Burma)	0.01	Vanuatu	0.01
Namibia	0.01	Venezuela	0.57
Nepal	0.01	Vietnam	0.01
Netherlands	1.65	Yemen	0.02
New Zealand	0.24	Yugoslavia	0.46
Nicaragua	0.01	Zaire	0.01
Niger	0.01	Zambia	0.01
Nigeria	0.20	Zimbabwe	0.02
Norway	0.55		
Oman	0.02	**Grand Total**	**100.00**
Pakistan	0.06		
Panama	0.02		

In accordance with Rule 160 of the rules of procedure of the General Assembly, states which are not members of the United Nations but which participate in certain of its activities are called upon to contribute toward the 1989, 1990 and 1991 expenses of such activities on the basis of the following rates:

Non-member State	Percent	Non-member State	Percent
Holy See	0.01	San Marino	0.01
Korea, Dem. People's Rep. of	0.05	Switzerland	1.08
Korea, Republic of	0.22	Tonga	0.01
Monaco	0.01	Tuvalu	0.01
Nauru	0.01		

1990 PR